

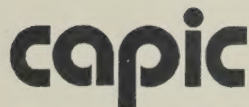
URBAN/MUNICIPAL

CA4 ON HBL A05

C51P4C Jan. 1992

Agendas/minutes
of the Central Area Plan Implementation
Subcommittee of the Planning
and Development Committee

URBAN/MUNICIPAL
CA4 ON HBL A05
CSI P4C



CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA

DATE: January 17, 1992

TIME: 9:00 a.m.

PLACE: Room 219, City Hall*

* NOTE ROOM CHANGE

AGENDA

TOPIC: Community Improvement and Economic Development

1. Chairperson's Remarks
2. Members Reports
 - a) Gabriel Etele - Special Report
3. Minutes of Meeting held December 13, 1991
4. Residential Care Facilities in Hamilton-Wentworth - Rosemary Foulds, Social Services Department, Regional Municipality of Hamilton-Wentworth
5. Community Development: The Provincial Perspective - Presentation by Tania Melnyck, Ministry of Municipal Affairs
6. Community Development: The Hamilton Perspective - Presentation by Hazel Milsome, Public Works Department, City of Hamilton
7. Information Items
8. Other Business
9. Adjournment

URBAN MUNICIPAL

JAN 13 1992

GOV. DOCUMENTS

Coordinator

Mary Lou Tanner 546-4148

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 233

Friday December 13, 1991

MEMBERS ATTENDING

Charles Forsyth - Chairperson
Russell Elman - Vice Chairperson
Alderman McCulloch
Mary Pocius
Art Lomax
Maggie Fischbuch

Citizen Member
Durand Neighbourhood Association
Alderman Ward 2
International Village BIA
Hamilton Automobile Club
Citizen Member

REGRETS

John Eyles
Kay Nolan
Bruce Rankin
Gil Simmons
John Nolan
Gerry Kennedy
Bob Sutton
Helen Nemeth
Don Cole
Ozzie Ferguson
Gabriel Etele
Mike Pennock
Ann Redish
Carol Mason

McMaster University
Separate School Board
Hamilton Society of Architects
North End Neighbourhoods
Past Vice-Chairperson
Hamilton Real Estate Board
Hamilton and District Labour Council
Beasley Neighbourhood
Chamber of Commerce
United Senior Citizens of Ontario
Downtown BIA
Social Planning and Research Council
Niagara Escarpment Commission
Hamilton Board of Education

STAFF AND OTHERS

Bill Janssen
Mary Lou Tanner (Co-ordinator)
Joe Gravina (Secretary)
Keith Extance
Vladimir Matus
Rosemary Foulds
Jim Drake

Local Planning
Local Planning
Local Planning
Local Planning
Local Planning
Regional Social Services
Beasley Neighbourhood Resident

Chairman's Remarks

1. Charles Forsyth called the meeting to order at 9:00 a.m.

Member's Reports

2. Russel Elman reported that the time change for the James Mountain Road is not yet in affect and asked that information be provided as to when it would be.

Action: Joe Gravina

3. Russel Elman reported that the bus routes in the downtown area, specifically the Locke Street, Aberdeen Avenue and York Street routes, appear to be changed. He asked that information be provided as to what changes have occurred.

Action: Joe Gravina

4. Russel Elman expressed concern over the YMCA's apparent plans to convert their third floor to house parolees.

(Note: the YMCA's Board of Directors is no longer considering a request by Correctional Services of Canada to house parolees on one of their floors.)

5. Maggie Fischbuch reported that the Draft Vision Statement of the Sustainable Development Task Force is due to be complete in January 1992.
6. Rosemary Foulds reported that a report and map would be generated to show Residential Care Facilities and that she would bring them to the next meeting.
7. Bill Janssen advised the Committee members that the Joint Carter Square Advisory Committee met on December 12, 1991 and had reached a consensus on the form and content of the neighbourhood plan amendment. A report is to be taken to the January 8, 1992 meeting of the Planning and Development Committee requesting authorization for a public meeting on the amended proposal.
8. Mary Lou Tanner reported that a Special CAPIC meeting will be held on February 27, 1992. Members of the Sewell Commission will be in attendance to discuss public participation, urban form and community development.
9. Jim Drake stated that he has concerns with the PRIDE process.
10. Bill Janssen explained that these are Provincial Programs and that goals usually have to be established early to meet funding deadlines.
11. Charles Forsyth asked that the committee be provided with a report on the current PRIDE process.

Action: Bill Janssen

Minutes of Previous Meeting

12. The minutes of the meeting of November 8, 1991 were approved. Moved by Russell Elman, seconded by Art Lomax, carried.
13. The minutes of the meeting of September 27, 1991 were approved. Moved by Art Lomax, seconded by Russell Elman, carried.

Hamilton Strategic Plan

14. Keith Exance gave a presentation on the Hamilton Strategic Plan. In subsequent discussion, the following points were raised:
 - strategic planning is integrated with existing neighbourhood plans through land use planning;
 - the strategic plan is not really a document, but more of an approach;
 - neighbourhood plans should be looked at for more information;
 - image was recognized as high priority in the previous Strategic Plan;
 - the educational community should be task force members;
 - the focus group composition is not finalized;

Report of the Public Participation Sub-Committee

15. Mary Lou Tanner presented the Sub-Committee's report and highlighted the main points.
16. Charles Forsyth noted which changes were to be made. He then presented a draft motion stating that the committee was in general agreement with parts "A" & "C" of the conclusions and that part "B" of the conclusions should be referred to the Planning Department for modification. This was agreed.

Community Development in Neighbourhood Planning

17. Several concerns were raised including:
 - the role of neighbourhood associations
 - how PRIDE programs are utilized; and,
 - neighbourhood planning combines land use planning and community development.
18. It was suggested that Don Jaffray from the Social Planning and Research Council be invited to the next meeting on January 17, 1992.

Action: Bill Janssen

Background on the Sewell Commission

19. Mary Lou Tanner provided a summary of the work to date by the Sewell Commission.

Other Business

20. It was agreed that the next two CAPIC would be on January 17, 1992 and February 14, 1992.
21. A request was made to circulate Sheila Glazer's notes on public participation from the September 27, 1992 meeting.

Action Taken: The notes were sent to CAPIC members on December 18, 1991.

22. The new representative from the Board of Education for the City of Hamilton is Carol Mason.

J.G.:ns

CAPIC.MIN

EXTRACTS - CENTRAL AREA PLAN

- 17 -

4.1 DOWNTOWN CORE

The Regional Official Plan designates the centre of Hamilton as the "Regional Centre", which encourages a variety of uses to locate in the area. As a primary economic area, intensive commercial activities are encouraged. As a centre of government and social services, the Downtown Core will be promoted for additional institutional activities. Further, high density residential uses will be encouraged, including mixed use commercial/residential developments.

It is the intent of this Plan to provide for an attractive, vibrant, well-designed and human scale environment which will make the Central Area a desirable place to live and work, and as a result attract further growth. In order to achieve this, the Plan promotes a mix of uses in the Downtown Core in order to foster a high level of employment opportunities, economic activity and government and social services, as well as a desirable place to live and work.

Therefore, a wide range of retail outlets is encouraged, including full-line and junior department stores, specialty, food and general merchandise stores. In addition, the Plan promotes the location of head offices and large branch offices of finance, insurance and real estate serving both Region-wide and specialized interests in the Downtown Core. The Plan also promotes the location of district offices of Federal, Provincial and special interest agencies serving residents throughout the Region and beyond.

Permitted Uses 4.1.1 To maintain and enhance the Downtown Core, as shown on Schedule A-1, as a Regional Centre, a mix of uses will be encouraged. These uses are as follows:

- i) Commercial uses in the form of office buildings, as well as, concentrations of stores and offices in smaller individual buildings at street level;
- ii) Residential development for all levels of income, including mixed use commercial/residential buildings; and
- iii) Institutional uses, particularly government, social service and non-profit offices servicing local and surrounding residents. The location of uses will be addressed in detail in Council adopted Neighbourhood Plans.

Commercial 4.1.2 To strengthen the Downtown Core as the primary
Uses commercial centre of the Region, the Downtown Core will be promoted as the most appropriate location for new office buildings, retail establishments and other concentrated commercial uses which will create employment opportunities, particularly for those who live in the area, and attract people to the area.

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| Commercial
Uses | 4.1.3 | Council will encourage the following Commercial uses to locate in the Downtown Core: <ul style="list-style-type: none">i) department stores and other large retail outlets;ii) head and branch offices of finance, insurance, real estate, other service and industrial firms. |
| Commercial
Areas | 4.1.4. | To enhance existing commercial areas in the Downtown Core and provide alternative focal points to Jackson Square, existing commercial development along James Street, Hess Village, and the area east of James Street will be reinforced and intensified, by encouraging new anchors and attraction nodes, recognizing their special attributes and characteristics. |
| | 4.1.5. | The consolidation of existing commercial development in the Downtown Core will be encouraged through infilling, intensification and rehabilitation. |
| Mixed Uses | 4.1.6. | Mixed office/retail and residential buildings will be encouraged, where feasible. |
| Residential
Uses | 4.1.7 | Residential development will be actively encouraged through actions taken by Council which may include special incentives, and land acquisition programs as may be determined by special studies. |
| | 4.1.8 | Conversion of non-residential buildings to residential uses will be encouraged, particularly where commercial space is underutilized, which may include upper floors of retail space. |
| Government | 4.1.9 | Council will encourage federal and provincial governments and public agencies to locate district offices in the Downtown Core in order to strengthen and enhance the role of the Downtown Core as a government centre. |
| Non-Profit
Organizations | 4.1.10 | Council will encourage the location and expansion of non-profit organizations in the Downtown Core to better service the City and Region. |
| Open Space | 4.1.11 | Open space will be provided in the Downtown Core to contribute to the general amenity and leisure opportunities in the area. |

Eastern Anchor 4.1.12 Council will encourage the establishment of an eastern anchor on King Street East to link activities at the centre of the Downtown Core with Wellington Street. An eastern anchor may consist of, but will not be limited to a major retail complex, office development, mixed use building and/or recreation centre.

4.2 MIXED USE

Areas designated for Mixed Use are intended to function as a mixed use area where new development and expansions of all existing uses will be permitted, provided it can be determined that it will not have an adverse impact on adjacent land uses. Uses permitted in the Mixed Use area include Light Industrial, Commercial, Residential, Institutional, Recreational and related ancillary uses to the primary permitted uses.

In the Mixed Use area, careful attention will be paid to the location of any new residential uses in relation to existing uses so that the residential component is attractive and livable.

Industrial, commercial, residential, institutional and recreational uses will be permitted within the Mixed Use areas:

- to permit existing uses to remain, where appropriate;
- to encourage a mix of new uses;
- to achieve rationalization of different land uses so that pockets of new development will not adversely affect existing uses;
- to consider each application for new development or expansion on its individual merits with a view to the long-term goals of the Central Area Plan for growth and revitalization in the Central Area and an attractive, healthy environment for residents, business and industry.

Permitted
Uses

4.2.1 Policies

Within the areas designated Mixed Use on Schedule A-1, commercial, industrial, residential and institutional/recreational uses will be permitted, provided they are compatible with adjacent land uses in accordance with Subsection 4.10 of this Plan. The location of uses will be addressed in detail in Council adopted Neighbourhood Plans.

Compatibility
of Uses

4.2.2 The expansion of existing commercial, industrial, multiple residential, institutional and recreational uses and establishment of new uses will be encouraged in accordance with policies relating to the compatibility in Sub-section 4.10 of this Plan.

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| Industry | 4.2.3 Appropriate light industrial uses will be permitted in Mixed Use areas, such as, but not limited to, food processing, warehouses, manufacturing or assembly plants, laboratories, research facilities, professional and business service establishments and communications facilities or related uses. |
| Incentives | 4.2.4 In conjunction with the Region, Council will identify measures to encourage appropriate industries to locate in the Central Area. Accordingly, a study should be undertaken to consider similar actions by other cities, special legislation, promotion techniques, possible acquisition of property and re-use of existing buildings. |

4.3 MIXED INDUSTRIAL/COMMERCIAL

In Mixed Industrial/Commercial areas, a variety of uses, except residential is permitted. Industries unsuitable for the Mixed Use areas may be more suitably accommodated in the Mixed Industrial/Commercial designation.

It is intended that existing development in Mixed Industrial/Commercial Areas remain where viable. In addition, new development should be compatible with surrounding uses and be considered with a view to the long-term goals of the Central Area Plan.

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| Permitted
Uses | 4.3.1 | Within the areas designated Mixed Industrial/Commercial on Schedule A-1, uses permitted will be any of commercial, industrial, institutional and recreational, provided they will not have a negative impact on adjacent land uses, and be in keeping with the provisions of Subsection A.2.3. The location of uses will be addressed in detail in Council adopted Neighbourhood Plans. |
| Additional | 4.3.2 | Notwithstanding Policy 4.3.1 above, the uses identified in Policy 4.2.3 will be permitted in Mixed Industrial/Commercial areas. |
| Waterfront
Lands | 4.3.3 | Lands within this designation and identified as Shipping and Navigation on Schedule A-1, should be primarily used for these purposes. However, when Shipping and Navigational use is no longer viable for these lands, they should be developed for Mixed Industrial/Commercial use. |

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| Leisure Centre | 4.7.3.3 | Council will encourage the development of a multi-activity indoor recreation/leisure centre within the Central Area. The centre may include facilities such as a wave pool, multi-purpose gymnasium, indoor bowls. |
|----------------|---------|--|

4.7.4 Cultural Activities

Cultural programs and policies should be encouraged to provide a strong cultural and artistic element within the community. In addition, cultural activities should provide attractions for residents within the Central Area and beyond.

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| Cultural Activities | 4.7.4.1 | Council will encourage the establishment and enhancement of cultural activities in the Central Area. |
| Public Art | 4.7.4.2 | Council will encourage the provision of art in public places to enrich the environment in appropriate locations within the Central Area. |

4.7.5 Tourism/Economic Development

Tourism is becoming a major employment base in the City and Region. The shopping, distribution and entertainment services of the Central Area are major attractors of people into the Region. Tourist and convention facilities and services should be increased and enhanced in the Central Area for the benefit of existing businesses, and to create additional employment.

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| Tourism | 4.7.5.1 | Council will promote the expansion of tourism facilities and attractions in the Central Area as a means of increasing employment. |
| Promotion | 4.7.5.2 | Tourism will be promoted in the context of developing the Region as a tourist/convention destination. |
| Location | 4.7.5.3 | Tourist facilities and services, which would attract people to the City and Region and the downtown area will be located in the Central Area to make use of the existing Central Area attributes and infrastructure, e.g., the Bay, Escarpment, views, Civic Square, etc. |
| Shopping Hours | 4.7.5.4 | Council will encourage the establishment of convenient shopping hours to encourage shopping activity and attract people into the Central Area. |
| Quality of Life | 4.7.5.5 | Council will examine opportunities for improving the quality of life of residents in the Central Area as a means of attracting new residents. |

EXTRACT - CITY OF HAMILTON OFFICIAL PLAN

Subsection D.10 - Community Improvement

It is the general intent of the Plan to promote the ongoing maintenance of the established areas of residences and work in the City through COMMUNITY IMPROVEMENT. Accordingly, it is intended that COMMUNITY IMPROVEMENT be achieved by means of the conservation, rehabilitation or redevelopment of areas characterized by obsolete buildings, and/or conflicting land uses and/or inadequate levels of Engineering and Community Services.

It is thus necessary to provide the framework to co-ordinate public and individual initiatives to effectively utilize the funding programs available from senior levels of government for COMMUNITY IMPROVEMENT. To this end, it is further intended that COMMUNITY IMPROVEMENT Project Areas, be identified and appropriate strategies for their revitalization be detailed through COMMUNITY IMPROVEMENT Plans.

- 10.1 It is the intent of Council that the COMMUNITY IMPROVEMENT AREAS as shown on Schedule "H" may be designated, in whole or part, by by-law, as COMMUNITY IMPROVEMENTS Project Areas, for which detailed COMMUNITY IMPROVEMENT Plans will be prepared. (O.P.A. No. 15)
- 10.2 Council will utilize the following criteria to identify and delineate COMMUNITY IMPROVEMENT Project Areas:
- i) Older, predominantly Residential areas, which are potentially stable and have some of the following:
 - a) a significant portion of the housing stock in need of rehabilitation;
 - b) inadequate Engineering Services such as: sewers and watermains; roads and streets; curbs and sidewalks; and street lighting and utilities;
 - c) inadequate Community Services such as public indoor/outdoor recreational facilities; public open space; and public social facilities;
 - d) encroachment of non-residential uses; and,
 - e) inadequate parking facilities.

- ii) Older, predominantly Commercial areas, which are potentially stable and have some of the following:
 - a) a significant portion of the building stock in need of rehabilitation;
 - b) inadequate Engineering Services such as: roads, sewers and watermains, street lighting;
 - c) poor overall visual amenity of the area;
 - d) existing or potential for a Business Improvement Area designation; and,
 - e) inadequate parking facilities.
- iii) Older, predominantly Industrial areas, which are potentially stable and have some of the following:
 - a) inadequate Engineering Services;
 - b) inadequate road access and traffic circulation;
 - c) shortage of land to accommodate building expansion and/or parking and loading facilities;
 - d) encroachment of non-industrial uses; and,
 - e) building and/or property deterioration. (O.P.A. No. 15)

10.3 Council will determine the sequences in which designated COMMUNITY IMPROVEMENT Project Areas will have individual COMMUNITY IMPROVEMENT Plans prepared. In this manner, limited public funding assistance will be directed to those Areas with critical deficiencies. (O.P.A. No. 15)

10.4 The COMMUNITY IMPROVEMENT Plan will function to co-ordinate individual initiatives to improve properties with municipal actions to improve Engineering and Community Services. Accordingly, COMMUNITY IMPROVEMENT Plans will define which of the following measures amongst others will apply in the affected COMMUNITY IMPROVEMENT Project Areas:

- i) Use of appropriate funding programs;
- ii) Acquisition of land where necessary in keeping with Subsection D.5 of this Plan;

- iii) Enforcement of a property standards by-law in keeping with Subsection C.5 of this Plan;
 - iv) Consideration of more flexible zoning including bonus zoning provisions, where it will support the COMMUNITY IMPROVEMENT objectives;
 - v) Encouragement of infill and rehabilitation where feasible;
 - vi) Promotion of historical preservation through the appropriate Provincial and Federal legislation in keeping with Subsection C.6 of this Plan; and,
 - vii) Promotion of the viability of Commercial areas through such means as the establishment of Business Improvement Areas. (O.P.A. No. 15)
- 10.5 In the preparation of a COMMUNITY IMPROVEMENT Plan, Council will solicit the input of affected residents, property owners and other interested groups in keeping with the Notice and Public Participation Procedure, as set out in Subsection D.9 of this Plan. COMMUNITY IMPROVEMENT Plans and amendments thereto will be adopted by Council. (O.P.A. No.15)
- 10.6 When Council is satisfied that the COMMUNITY IMPROVEMENT Plan has been carried out, Council may, by by-law, dissolve the COMMUNITY IMPROVEMENT Project Area.
(O.P.A. No. 15)

INFORMATION ITEMS

- 7.1 Report of the Planning and Development Department requesting authorization for a Public Meeting - Carter Square
- 7.2 Requested Closure of a Portion of Bay Street North (North of Burlington Street)
- 7.3 Background Information - P.R.I.D.E. Program
- 7.4 Updated Schedule - York Street Bus Route
- 7.5 Regional Council Resolution respecting James Mountain Road
- 7.6 Ongoing Initiatives - Beasley Neighbourhood
- 7.7 Vision Statement - Task Force on Sustainable Development
- 7.8 Blakely, Edward (1989). "The Meaning of Local Economic Development", Chapter 3, Planning Local Economic Development - Theory and Practice.

CITY OF HAMILTON

- RECOMMENDATION -

DATE: 1991 December 31
P5-2-10
Beasley Neighbourhood

REPORT TO: Tina Agnello, Secretary
Planning and Development Committee

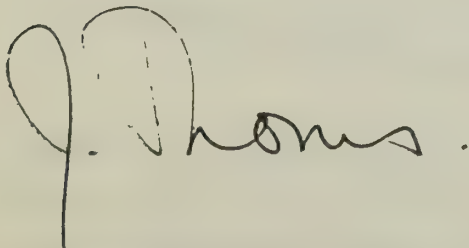
FROM: Mr. J. D. Thoms
Commissioner of Planning and Development

SUBJECT:

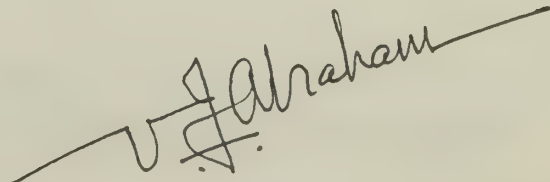
Carter Square Neighbourhood Plan Amendment - Beasley Neighbourhood.

RECOMMENDATION:

That the Planning and Development Committee authorize a public meeting on the amended request for a Neighbourhood Plan Amendment for the lands known as "Carter Square" in the Beasley Neighbourhood, as shown on APPENDIX "A".



J. D. Thoms, M.C.I.P.
Commissioner
Planning and Development Department



V. J. Abraham, M.C.I.P.
Director of Local Planning

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

N/A

BACKGROUND:

On June 17, 1991, an application for an amendment to the Beasley Neighbourhood Plan was submitted to the Planning and Development Department for lands shown on APPENDIX "A". The proposal is a unique opportunity to enhance the neighbourhood through redevelopment of former industrial lands for uses more compatible with the existing community and pattern of development. In addition, redevelopment of these lands will set the stage for further growth, increased residential opportunities in close proximity to the Central Area and to Barton Street, and community development within the Beasley Neighbourhood.

- Proposal

The application to amend the Beasley Neighbourhood Plan consisted of the following:

COMMERCIAL

- i) recognition of the existing commercial uses fronting on Cannon Street (Carter and the former Nethercott-Lee Automobile Dealerships and Mill Paper Fibres);
- ii) extension of one of the existing automotive dealership (Carter Chev Olds) on the south side of Cannon Street (on lands designated for Beasley Park);

COMMERCIAL AND APARTMENTS

mixed commercial and residential buildings fronting on Barton Street to a height of ten storeys;

HIGH DENSITY APARTMENTS

- i) 2-4 storey stacked townhouses fronting on the east side of Elgin Street;
- ii) apartment development fronting on both sides of Ferguson Avenue.

At the intersection of Robert Street and Ferguson Avenue the buildings would rise to twenty storeys with the adjoining lands (to the north and south) being developed to a maximum height of ten storeys.

The proposal is contained in APPENDICES "B" and "C".

• Public Participation

At its meeting of July 18, 1991, the Planning and Development Committee authorized the formation of an advisory committee to facilitate the review of the requested amendment. At the same time, a public meeting for information and to provide the opportunity for area residents to comment on the proposal was authorized.

i) Public Meeting

The public meeting was held on September 4, 1991 to provide area residents with an opportunity to comment on the proposed amendment to the neighbourhood plan. Submissions from the public were invited of which forty-five were received. In general, several citizens expressed concern over increases in population density, traffic, crime, property taxes, and hazards during development. Other concerns included the need for affordable housing, adequate parking, and the provision of increased housing opportunities in the Central Area. A summary of the submissions is contained in APPENDIX "D".

ii) Advisory Committee

A Joint Carter Square Advisory Committee was formed to facilitate the review of the requested amendment. Members were: two representatives from each of the Ferguson Avenue Committee, the Central Area Plan Implementation Committee (CAPIC), Central/Beasley PRIDE, and the Urban Design Committee. All landowners were invited to participate as members of the Committee.

The Advisory Committee has met approximately six times since July to discuss the proposed amendment. At its most recent meeting, held on December 12, 1991, the Committee generally reached agreement on the issues and is in concurrence with the recommended amendment as outlined

in APPENDIX "A". However, the Joint Advisory Committee will be meeting in January to finalize its report regarding the amendment.

- Zoning Application 91-61

This application for rezoning was submitted to the Planning and Development Department on October 10, 1991 to rezone a portion of the lands within the boundary of the proposed amendment (see APPENDIX "E"). The proposal is a request to rezone a site of approximately two acres to "E-3" (High Density Multiple Dwellings) District modified to develop the lands for: a 4 storey, 60 unit stacked townhouse development fronting on Elgin Street, and two 20 storey apartment buildings (one with 228 senior citizen apartments and one with 190 family apartments) fronting into Ferguson Avenue. Overall, the proposal calls for a floor area ratio of four times coverage. All units would be non-profit housing.

On December 12, 1991, the rezoning application was tabled at the request of the applicant until such time as various issue associated with the neighbourhood plan amendment are finalized. It is expected that changes adopted in the neighbourhood plan will be incorporated into the rezoning application.

CENTRAL AREA PLAN:

The subject lands are designated "NEIGHBOURHOOD RESIDENTIAL" (lands on the west side of Ferguson Avenue) and "MIXED USE" (lands on the east side of Ferguson Avenue) in the Central Area Plan. The proposal would require a redesignation from "NEIGHBOURHOOD RESIDENTIAL" to "MIXED USE" for the lands on the west side of Ferguson Avenue in order to recognize the commercial use. However, the amendment adopting the Central Area Plan is before the Ontario Municipal Board and thus the plan is not finalized and can be modified.

NEIGHBOURHOOD PLAN:

The subject lands are currently designated "COMMERCIAL" (lands on the west side of Ferguson Avenue) and "INDUSTRIAL" (lands on the east side of Ferguson Avenue) on the approved Beasley Neighbourhood Plan. The proposal calls for a number of changes to the existing Plan.

EXISTING LAND USE AND ZONING:

- Subject Lands

The subject lands contain both commercial and industrial uses. The two automobile dealerships (Carter and the former Nethercott-Lee) front onto Cannon Street. Brewers' Retail has a retail store and warehouse at the southwest corner of Elgin and Barton Streets. Mill Paper Fibres is located at the northwest corner of Cannon Street and Ferguson Avenue and, immediately to the north is Hotz and Sons - an industrial storage and warehousing facility. The balance of the lands are currently vacant.

However, it should be noted that the lands on the east side of Ferguson Avenue are owned by CN Rail. There is an existing set of railroad tracks leading to this site which was formerly used as a roundhouse. The tracks are to be removed.

The zoning on the subject lands is as follows: Brewers' Retail is zoned "H" (Community Shopping and Commercial) District modified; the lands of CN and Hotz and Sons are zoned "JJ" (Limited Heavy Industry) District; and the balance of the lands is zoned "H" (Community Shopping and Commercial) District.

- Surrounding Lands

The lands to the west and east of the subject lands are predominantly 1 to 2 storey single-family homes. These lands are zoned "D" (Urban Protected Residential - One and Two Family Dwellings, Townhouses, etc.) District.

The lands to the north are the Barton Street Correctional Services Facility which is zoned "K" (Heavy Industry, etc.) District. The lands to the south are currently vacant but are included in the land designated for Beasley Park.

COMMENTS RECEIVED:

- The Traffic Department has advised:

"As we understand the proposal, it currently requests a change in neighbourhood plan designation from residential to commercial along Cannon Street, commercial and apartments along Barton Street and high density residential in the area between Cannon and Barton. Generally, we have no particular concern with this proposal, however, we would like to point out the following impressions.

- The proposal notes that special attention should be focused on the Elgin Street frontage to ensure compatibility with the existing housing along the west side of the project. It has been suggested that townhome style dwellings might be the most appropriate means of accomplishing this. If this is the case, we would suggest that this area be designated for this particular use as opposed to the proposed high density residential designation.
- We understand the ultimate development proposal may consist on between 1600 and 2200 residential units in addition to approximately 250,000 square feet of commercial floor space. This scale of development will obviously generate a considerable traffic demand. While we believe that this demand can be accommodated, we would also expect that traffic usage of Ferguson Avenue, south of the site to King, will increase substantially. This impact should be considered when reviewing proposed land use designations along this corridor.
- As with any large project, the details of its execution determine the magnitude of any resultant impacts. We would therefore suggest that, if approved, the entire site be placed under site plan control. In addition, any specific zoning application needed to implement this project, should be held subject to site plan approval."

- The Hamilton-Wentworth Engineering Department has advised:

"All storm water should be directed into the trunk storm sewer on Robert Street. The sanitary sewage can go into either the sanitary sewers on Barton Street or Cathcart Street.

The major water feeds to the subject area are from the trunk watermains on Barton and Wilson Streets. The proposed development would be serviced primarily from the 150 mm watermains on Ferguson Avenue and Elgin Street. Based on a preliminary examination of the distribution system it appears that in order to support the increased densities associated with the proposed development, the watermains on Elgin and Ferguson would require upgrading, likely involving replacement and upsizing. More detailed examination, including flow tests, would be required to ascertain the exact work required. These facts are for your information and are not meant to hold up the approval of the plan as these would be required for existing zoning.

At present there are no budget provisions for doing this work.

We have reviewed the neighbourhood plan with respect to our road widening requirements and advise that Barton Street and Elgin Street are designated and established at 20.12 m. Therefore, no further road widenings are required on these roads. Ferguson Avenue is presently established at 24.384 m and no further road allowance widenings are required. Cannon Street East is designated at 26.21 m. In accordance with this designation, specific road widening plans were prepared outlining lands required for road widening purposes. This road widening adjacent to lands to be developed is approximately 3.048 m in width.

The Traffic Department is to comment on access details, etc. and these details are to be finalized when the site plans are submitted. The status of Ferguson Avenue must be discussed further as to whether to provide a traffic circle, two cul-de-sacs or maintaining the existing alignment. We understand that these will be developed through site plan control. Ferguson Avenue also is a two-way street and plans submitted by the applicant appear to make it a one-way street."

- The Public Works Department has advised:

"Having reviewed the documentation pertaining to the application for a Neighbourhood Plan Review: Carter Square, and the input received at the Public Meeting on 1991 September 04, the Department of Public Works has the following comments to make with respect to this proposal. These comments are made in concert with both the Parks Division and the Community Renewal Section of Public Works.

The overall scheme to develop Maurice Carter's lands and the CN properties has considerable merit and offers the possibility of an exciting development within a downtown neighbourhood. Affordable residential development with expanded employment opportunities in the Central area of the City makes sound, long-range planning sense for the City of Hamilton.

As you know, the Public Works Department is in the midst of implementing two distinct community improvement projects within the Central and Beasley Neighbourhoods, namely, P.R.I.D.E. and P.R.I.D.E./H.INT. Through the citizen input process of the P.R.I.D.E. Programme, to Beasley and McLaren Parks were identified as top priority for development. Beasley Park is located just to the south of Carter Square. The development of a neighbourhood park of this magnitude can only positively impact on the proposed residential development on Carter lands. Regarding the P.R.I.D.E. Housing Intensification Programme, Ferguson Avenue may be a major element of the action plan that will be implemented within the next three years. Since Ferguson Avenue directly abuts Carter Square on the east, the two development projects must work hand in hand to benefit the entire

neighbourhood. The building form which is finally approved for Carter Square will be the success/failure hinge for the Ferguson Avenue Development. It is therefore extremely important that these new buildings do not overshadow Ferguson Avenue because of their proximity to it. It is one of the objectives of the P.R.I.D.E./H.INT Programme, to reduce the negative impact of intensification on the Central and Beasley Neighbourhoods. In this regard, we would appreciate regular contact from the design professionals involved in the development of these residential buildings in order that we can create a continual flow of information and feedback with regard to both the development of Ferguson Avenue and the Carter Square Developments."

- The Hamilton-Wentworth Roman Catholic School Board has advised:

"The Board has reviewed the above proposed amendment and does not have any objections or modifications to the proposal as presented. The Board would like to be kept informed of the proposal as additional information regarding the number and type of residential units comes available.

The schools servicing the area are as follows:

	<u>Enrolment Sept./90</u>	<u>Operational Capacity</u>
<u>Elementary</u>		
St. Patrick	173	355
St. Mary	328	437
<u>Secondary</u>		
Cathedral Boys'	511	446
Cathedral Girls'	673	642"

- The Board of Education for the City of Hamilton has advised that:

"A development as large as proposed will have major implications for the Hamilton Board of Education. The magnitude of the implications will be better quantified when specific details regarding the numbers of units and the numbers of bedrooms are more precisely known.

At the present time, this area is served by Dr. J. Edgar Davey School for junior kindergarten to Grade 5; Tweedsmuir School for grades 6, 7, and 8; and Sir John A. MacDonald for secondary school. A development of this size will probably require new buildings or changes in existing school boundaries. The Hamilton Board of Education will be better able to inform you of its response regarding this proposal when a more detailed outline is put forward."

PROPOSED LAND USES:

A map depicting the proposed land uses is contained in APPENDIX "A". The following is a description of the land uses, suggested urban design principles, and general policies which could be incorporated into the amendment. These principles were developed through discussion with the applicant and the meetings of the Advisory Committee. Both urban design policies and land use designations are included within the policies as the proposal is a major redevelopment within an existing neighbourhood and it is important that the impact on the existing neighbourhood be minimized. Further, as Ferguson Avenue is to be a major pedestrian and bicycle route in the City, it is important that redevelopment fronting onto Ferguson Avenue contribute to this initiative.

- Cannon Street

Land uses along Cannon Street will recognize the existing commercial uses (the automobile dealerships (Carter and the former Nethercott-Lee and Mill Paper Fibres). Accordingly, these lands will be designated commercial. No extension of the commercial designation will be permitted to the east or west along Cannon Street. As well, no extension of the commercial designation to the south side of Cannon Street will be permitted. Wide sidewalks accommodating pedestrian traffic are encouraged with appropriate street furniture and design elements (lighting and planting).

- Elgin Street

Attached housing is proposed for the lands fronting on Elgin Street specifically located on the east side of Elgin Street. The housing will be stacked townhouses necessitating a designation of "ATTACHED HOUSING". A maximum height of 3½ storeys will be permitted. In order to integrate this development with the existing built form on the west side of Elgin Street, no individual driveways should be permitted. Therefore, parking for these units should be underground.

The planting of trees along both sides of Elgin Street will promote a green linkage to Beasley Park. On-street parking should be restricted to one side of Elgin Street or alternate parking could be permitted.

- Proposed Pedestrian Extension of Robert Street

Robert Street is proposed to be extended westward from Elgin Street to Ferguson Avenue. There is an existing sewer easement located along the proposed extension

of Robert Street. This portion of Robert Street is to be a pedestrian link primarily with vehicular access restricted to service and emergency vehicles. Townhouses are to face Robert Street within that portion designated for "ATTACHED HOUSING" (approximately the western half of the street). The townhouses facing the pedestrian walkway should be separated by an adequate distance to create a quality green space area.

The eastern portion of this street, to the connection with Ferguson Avenue, will be developed with adjoining lands to the north for "LOW DENSITY APARTMENTS". These lands will front onto Ferguson Avenue.

- Barton Street

The lands fronting onto Barton Street are to be designated "COMMERCIAL AND APARTMENTS". Design elements include low-rise development at the street level of a maximum of 2-3 storeys with a terracing of the building to rise to a maximum of eight storeys at the rear. Uses will include retail and offices on the lower floors and apartments on the upper floors. Parking will be located both at the rear of the properties and underground.

- Cathcart Street - West Side

The lands fronting onto Cathcart Street will be designated for "ATTACHED HOUSING". A similar form of development as on Elgin Street will be encouraged (i.e. 3½ storey stacked townhouses). Parking will be at the rear of the property or underground with no individual driveway access to Cathcart Street. Where necessary, Cathcart Street will be extended to the north to provide access to the common parking areas as well as pedestrian access to the individual homes.

- Cathcart Street - East Side

The lands located on the east side of Cathcart Street are currently outside the boundaries of the amendment's area. However, these lands are currently designated "INDUSTRIAL" on the Beasley Neighbourhood Plan and, given the ongoing initiative on the lands to the west, it may be appropriate to include these lands within the amendment.

Should the lands be included, it would be appropriate to designate the land fronting onto Barton Street as "COMMERCIAL AND APARTMENTS" to a depth similar to the designation of the lands to the west. The remainder of the lands, fronting onto Cathcart Street should be designated for "ATTACHED HOUSING" with similar

policies as set out for the west side of Cathcart Street (i.e. 3½ storey height, no individual driveway access).

- Ferguson Avenue

The lands fronting onto Ferguson Avenue are proposed to be developed for multiple dwellings. The maximum height of ten storeys will be at the intersection of Ferguson Avenue and the proposed pedestrian walkway. These lands will be designated "MEDIUM DENSITY APARTMENTS" and will create a focal point. The walkway developed on the west side of Ferguson Avenue should be continued on the east side of Ferguson Avenue (see APPENDIX "A"). Buildings to the north of this intersection, on the east and west sides of Ferguson Avenue will rise to a maximum height of six storeys. On the east side of Ferguson Avenue, south of the "MEDIUM DENSITY APARTMENT" designation, a maximum height of six storeys will be permitted. These lands will all be designated "LOW DENSITY APARTMENTS".

In order to integrate the apartment buildings into the existing neighbourhood, special building treatment is warranted. Accordingly, it is recommended that the buildings at the intersection of the proposed extension of Robert Street and Ferguson Avenue be designed to provide a break at the two storey level and again at the six storey level. Cornice and roof treatment should be incorporated into the building design.

Ferguson Avenue is proposed to be pedestrian and bicycle oriented. A landscaped centre boulevard is proposed with additional tree planting along the west and east sides of the street. Two lanes of traffic in each direction are proposed with metred parking on both sides of the street.

A central focus should be created at the intersection of the pedestrian walkway and Ferguson Avenue. Other initiatives (such as the boulevard and planting on the east and west side of the street) along this section of Ferguson Avenue will enhance the quality of the pedestrian and bicycle route proposed for the entire length of Ferguson Avenue. Carrying these initiatives to those portions of Ferguson Avenue to the north and south of the subject lands will capitalize on a unique opportunity being presented to the City. The appropriate means to accomplish this would be through the re-establishment of the Ferguson Avenue Committee to review Ferguson Avenue and make recommendations for its enhancement.

- Environmental Concerns

Much of the land within the amendment's boundaries was formerly used for industrial purposes. In addition, there are existing industries within the area (outside

the amendment's boundaries) which may impact on the proposed development. It would be appropriate, therefore, that all development proposals be subject to review and authorization of the Ministry of Environment, specifically relating to soil contamination, air pollution, and noise.

- Implementation

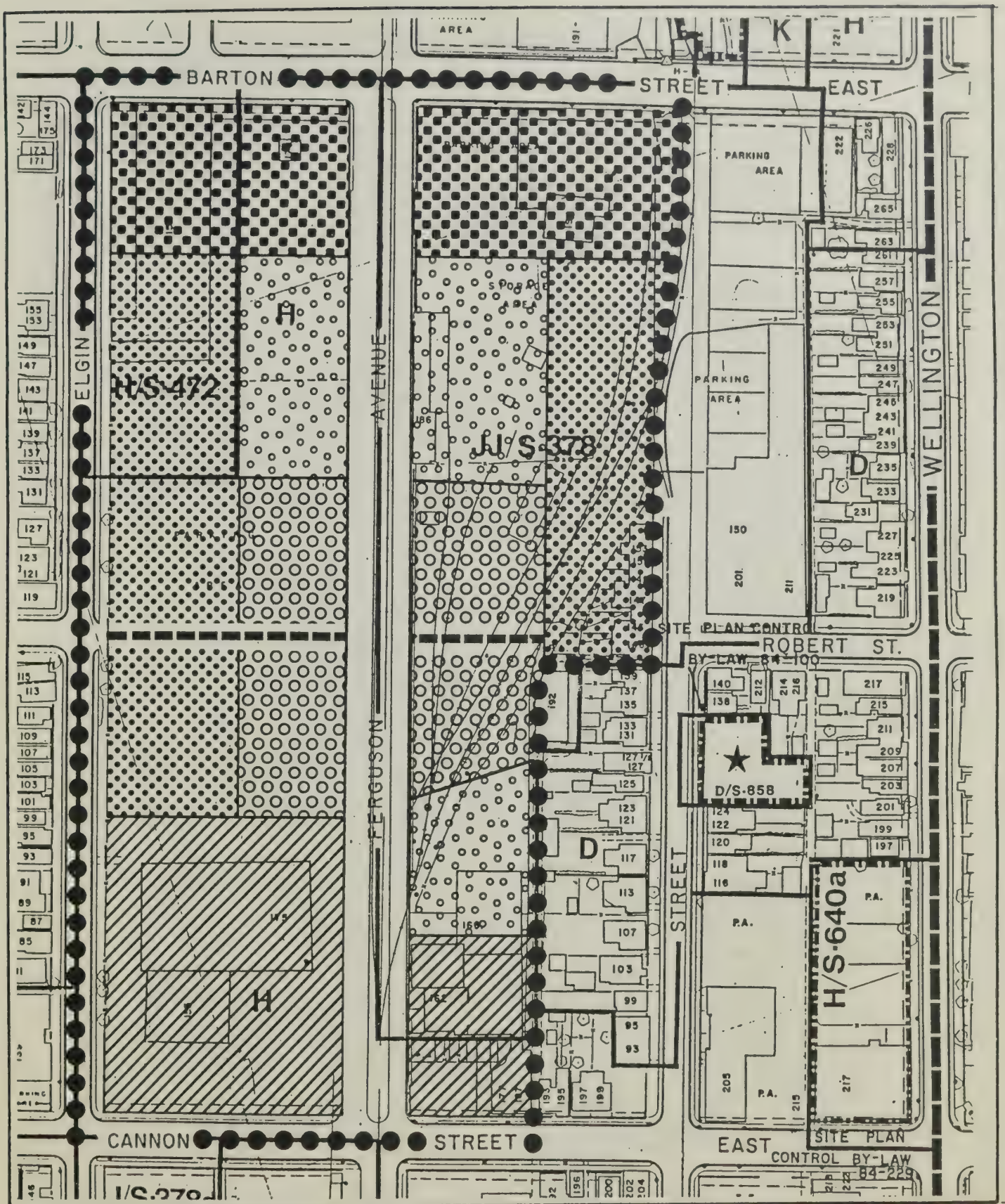
The amended Neighbourhood Plan will establish the framework for redevelopment of these lands. Implementation of the amended Neighbourhood Plan will be through amendments to the City's Zoning By-law and Site Plan Control which applies to development on the entire site. Ongoing related work, such as the P.R.I.D.E. AND P.R.I.D.E./H.INT. work in both Central and Beasley Neighbourhoods will complement the redevelopment of this portion of Beasley Neighbourhood.

CONCLUSION:

The work of the applicant, the Advisory Committee, and the Planning and Development Department has resulted in substantial positive changes to the original proposal to amend the Beasley Neighbourhood Plan. Accordingly, it would be appropriate that an additional public meeting be held to give the area residents an opportunity to comment on the amended proposal.

MLT:dkp

WPJAN8.RPT



BEASLEY NEIGHBOURHOOD

Legend



COMMERCIAL



COMMERCIAL & APARTMENTS



ATTACHED HOUSING



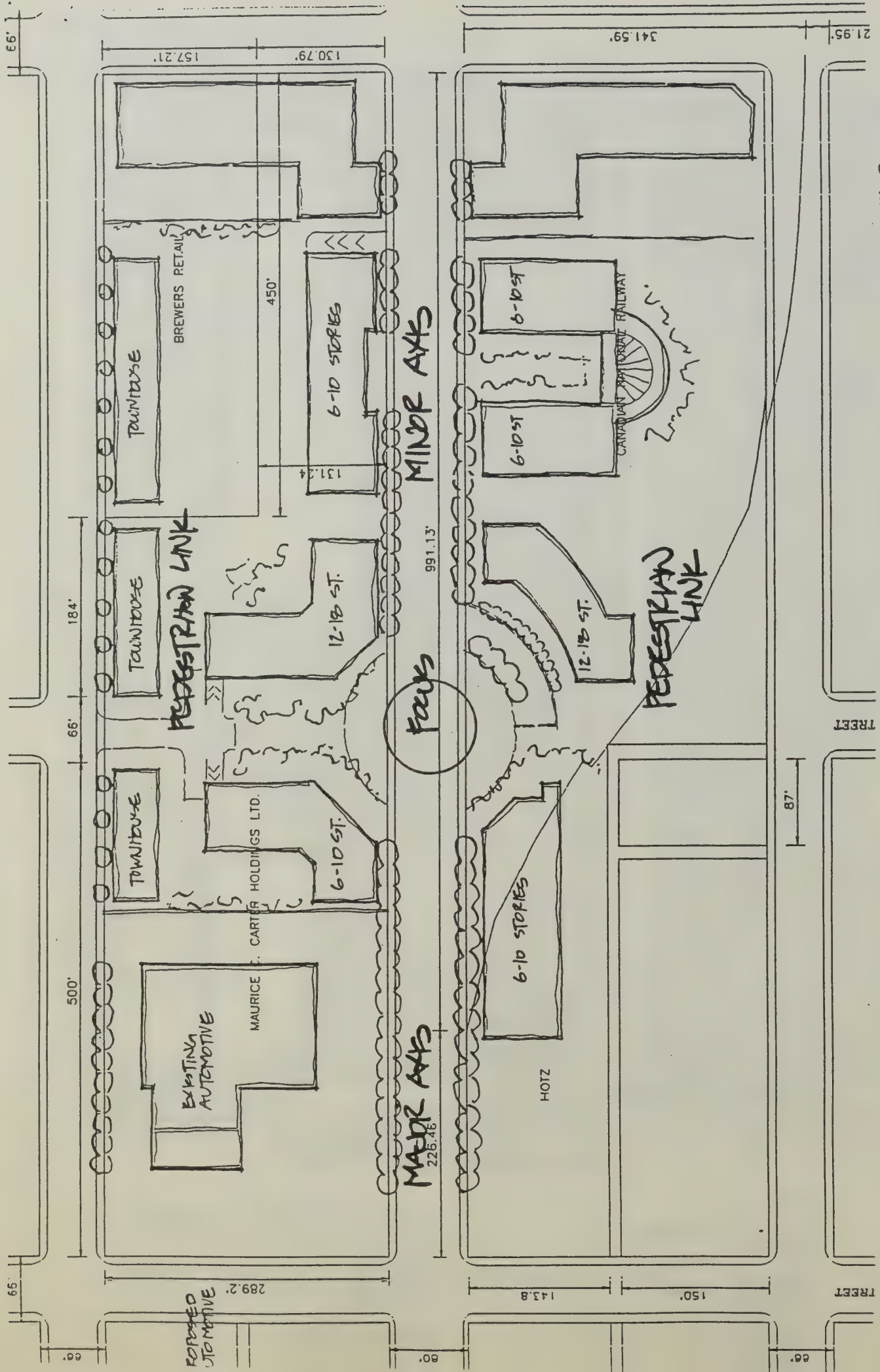
LOW DENSITY APARTMENTS



MEDIUM DENSITY APARTMENTS

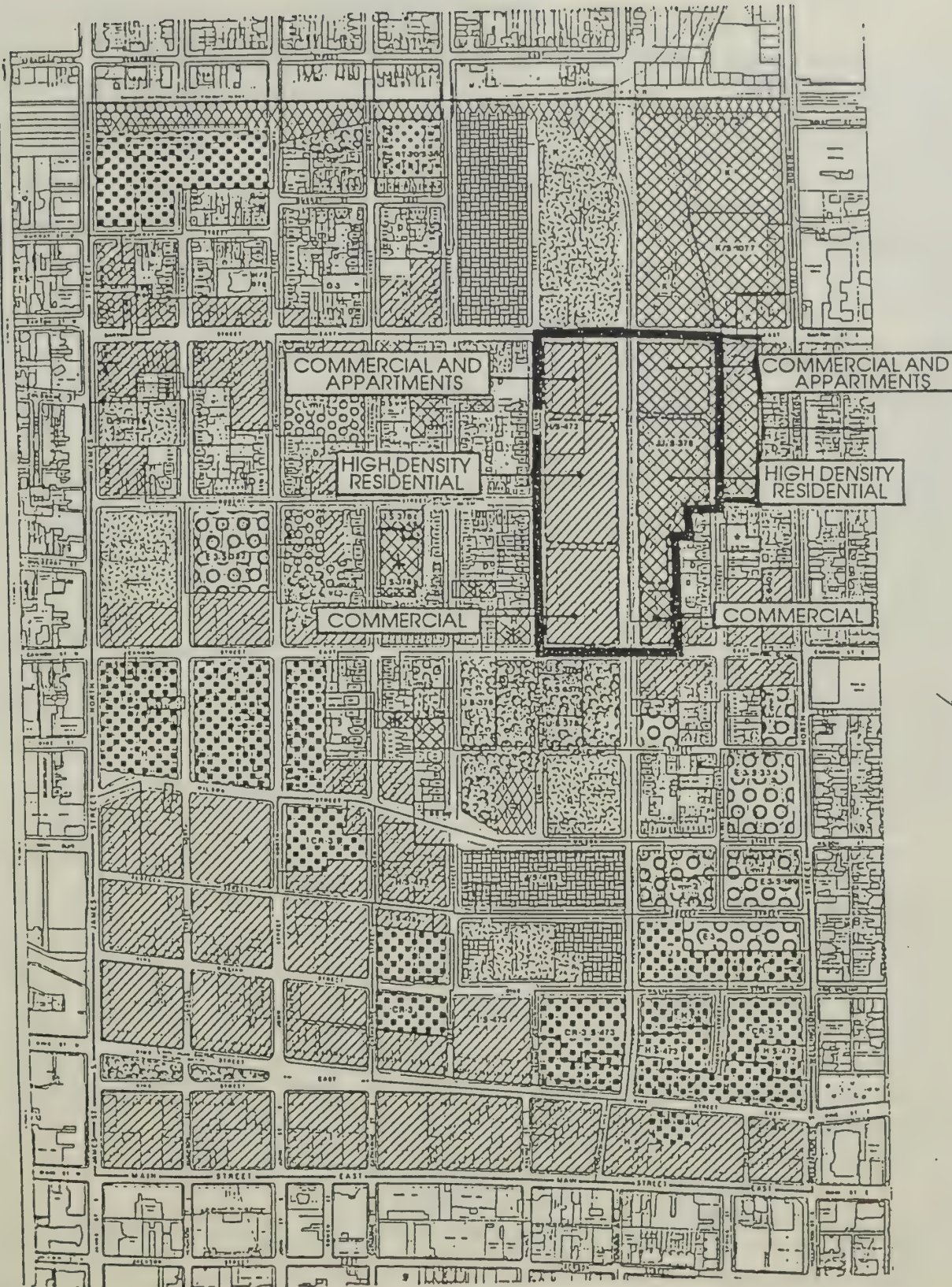


WALKWAY



APPENDIX B

POSSIBLE BUILDING LAYOUT



NOTE: This is a GUIDE PLAN only and is subject to change. For details contact the local planning division of the Regional Municipality of Hamilton-Wentworth.

Proposed Neighbourhood Plan Amendment "Carter Square"

LAND USE RESIDENTIAL

- single & double attached housing
- low density apartments
- medium density apartments
- high density apartments
- commercial & apartments

- COMMERCIAL
- INDUSTRIAL
- CIVIC & INSTITUTIONAL
- PARK & RECREATIONAL

Neighbourhood Boundary
Zoning Boundary

Approved
Planning Committee June 21, 1973 Council Dec. 27, 1973
Local Revision Date JAN. 1990

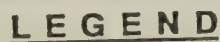
CITY OF HAMILTON
PLANNING DEPARTMENT

BEASLEY
APPROVED PLAN

APPENDIX C

CARTER SQUARE PROPOSAL
Summary of Submissions

CONCERNS	SUBMISSIONS		COMMENTS FROM ORGANIZATIONS		
	# of comments (total 43)	% of total	C.N. Rall	Sep. School Board	Gen./Beas. C.A.C.
Generally Opposed To					
<i>Increase in:</i>					
a) population density	32	71			X
b) traffic	30	67			
c) crime rate (already a concern)	29	64			
d) property taxes	29	64			
e) hazard during development	29	64			
<i>decrease in:</i>					
a) parking spots	30	67			
b) area beauty (landscape)	29	64			
c) sunlight due to tall buildings	30	67			
Downtown Area Residents Needed	2	4			
Need for Affordable Housing	1	2			
Strict Guidelines for:					
a) building height	2	4			
b) types of permitted residential use	1	2			
Does not conform to Central Area Plan	1	2			
Increase in Absentee Landlords	2	4			
Fewer Owner Occupied Dwellings	2	4			
Adverse Affects on Adjacent Land Uses	2	4			
More Ind. Land Should be Rezoned to Res. or Res./Comm. Mix	1	2			
Increase in Drug Related Crimes	1	2			
Increased Number Welfare Recipients	1	2			
Little Benefit to Business Community	1	2			
Development Details Should be Known	2	4			
Affected Land Owners Kept Informed	3	7	X	X	
Maintain Beasley Park Frontage	1	2			X
Compatability With Existing Housing	1	2			
Impact of Increased Traffic on Ferguson Avenue, South of King Street.	1	2			
Proposal Subject to Site Plan Control	1	2			
Increased Employment Opportunities	1	2			
OPA 66 Not Yet Approved	1	2			
Extend Review Area Boundary	1	2			
Industrial Site Decommissioning	1	2			
Impacts on Soft Services such as: Schools, Parks , Police	1	2			



"H" (Community Shopping and Commercial, etc.) District to
"E-3" (High Density Multiple Dwellings) District modified.



Proposed uses:
Block "1": A 4-storey, 60 unit stacked townhouse development.
Block "2": A 20-storey, 228 unit senior citizens apartment building.
Block "3": A 20-storey, 190 unit apartment building.

APPENDIX E

7
ZA-91-61



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Department of Engineering
71 Main Street West, Hamilton, Ont. L8N 3T4

Tel. (416) 546-4170
Fax (416) 526-6665

December 9, 1991

Refer to File No. T103-03(293)
Attention of J.K. Clairmont
Your file No.

CITY CLOSURES

A. L. Georgieff, Director of Local Planning
M. Main, Director of Traffic Services, City of Hamilton
J. G. Pavelka, Director of Public Works, City of Hamilton
R. P. Meiers, Public Works
K. Lau Manager, Manager of Legal Surveys
W. Wong, Building Department, City of Hamilton
M. Watson, Manager, Real Estate Division
Alderman V. Agro
Alderman Wm. McCulloch
K. A. Brenner, Manager Environmental Planning
H. Hummell, Infrastructure Maintenance

Request for Road Closure:

60 metres of Bay Street North, Between Wood Street and Guise Street

Gentlemen:

This Department has received a request to have the above-noted road allowance closed.

Enclosed is a drawing showing the subject closure.

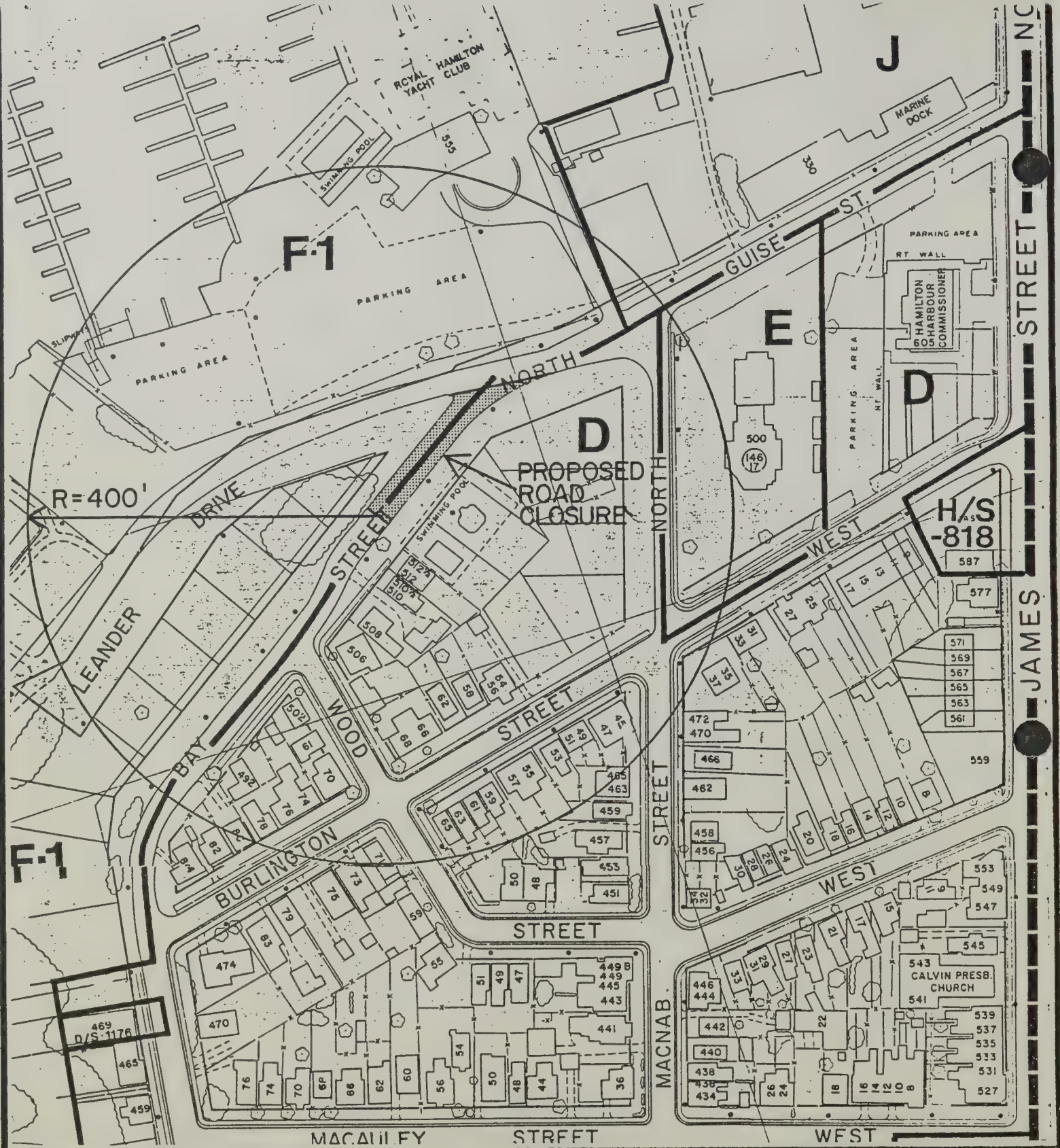
Before reporting to the Transport and Environment Committee on this closure request, we would appreciate receiving your comments or objections to this request, by no later than January 15, 1992.

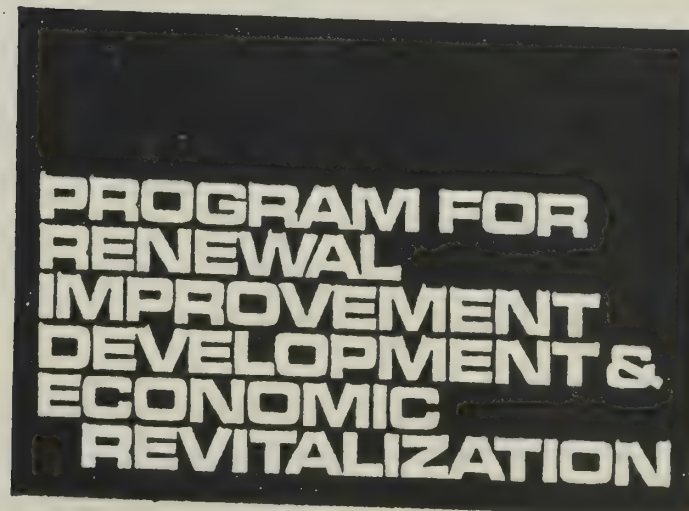
J.K. Clairmont
Transportation Technician

JKC:mjp

PLANNING & DEVELOPMENT LOCAL PLANNING BRANCH					
File No.		RECEIVED DEC 10 1991			
TO	STAFF	INIT.	INFO	ACT.	
DIR.					
P.P. & A.					
NEIGH.					
DEV.					
C. & U.D.					
STAFF					
CHART.					
AL. MAIN.					

see me





**MUNICIPAL
ADMINISTRATION
MANUAL**

1.0 THE PRIDE PROCESS

1. Allocation by the Minister
2. Municipal Acceptance of Allocation by Council Resolution (copy to the Minister)
3. Preparation of Draft Community Improvement Plan
4. Send Draft Community Improvement Plan to Ministry for comment
5. Notice of Public Meeting
6. Public Meeting
7. Council Designates Community Improvement Project Area by By-law
8. Council Adopts Community Improvement Plan by By-law
9. Plan Sent to Ministry for Approval
10. Referral Request. If Yes, OMB Hearing.
11. Ministry Approval (with Modification, if necessary)
12. Execution of Provincial/Municipal Agreement
13. Implementation of the Approved Community Improvement Plan

2.0 COMMUNITY IMPROVEMENT PROJECT AREA

Before a Community Improvement Plan is adopted, a Community Improvement Project Area must be designated by by-law under Section 28(2) of the Planning Act.

The Project Area by-law identifies a specific area in need of improvement, the boundaries of which should be discussed with the Municipal Advisor before adoption.

The Project Area must be part of the total area identified as needing improvement in the Community Improvement Policies. Each Community Improvement Project Area must be a contiguous area. Finally, PRIDE funds can only be used in the approved area and cannot be used for projects outside the area.

The Project Area by-law may include a written description of the boundaries of the Project Area, similar to a metes and bounds description but without reference to distances and degrees of the compass. If not, the by-law must contain a map clearly showing the boundary of the Project Area (see Figure 1). You may wish to have both.

The Project Area can be amended pursuant to Section 28(2) of the Planning Act but the amended area must also conform to the Community Improvement Area in the Official Plan.

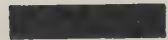
Although the Project Area by-law does not require the Minister's approval a copy should be sent to the Field Management Branch.

FIGURE 1

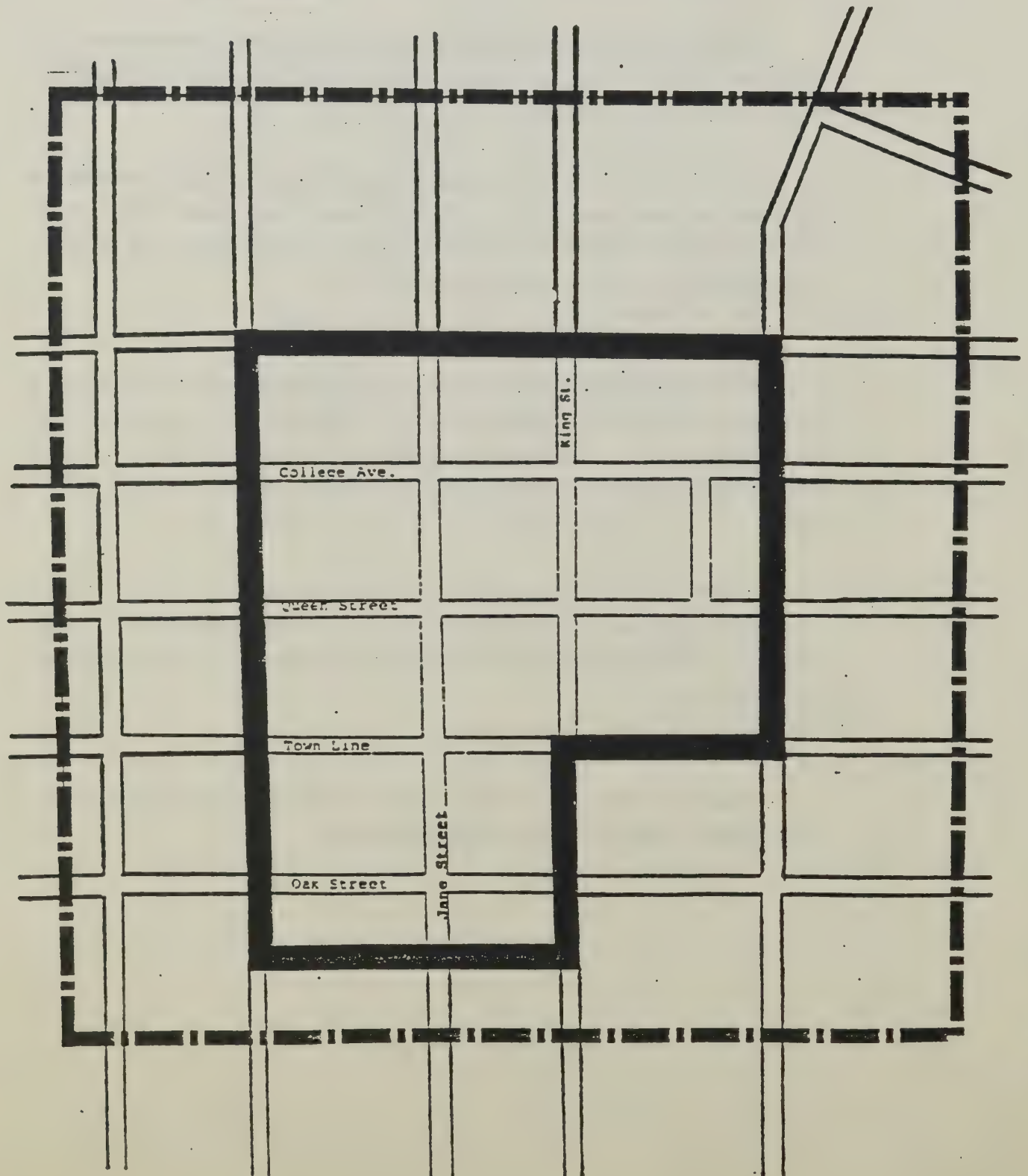
Community Improvement Area (Official Plan)
and Community Improvement Project Area



Community Improvement Area (Official Plan)



Community Improvement Project Area



2.1 CHECKLIST

YES

- ☐ Does the proposed project area fall within the boundaries of your Community Improvement Area in your Official Plan? _____
- ☐ Does the by-law have a written, geographic description of the Area?
or _____
- ☐ Does the by-law have a map clearly showing the boundaries of the Project Area? _____
- ☐ Has the by-law had all the required readings and been approved by council? _____
- ☐ Have you sent a copy of the municipally approved by-law with all attachments to the Field Management Branch. _____

3.0 COMMUNITY IMPROVEMENT PLAN

The main documents used to plan community improvements are:

1. Official Plans
2. Community Improvement Policies within Official Plans
3. Background Studies to Community Improvement Policies
4. Community Improvement Plans.

The Official Plan is the municipal policy document. It describes your municipality's future in terms of its land use and related activities. Community Improvement Policies are part of the Official Plan and show the areas of the municipality which need improvement, why they need improvement, and how and when improvements are planned. In fact, the inclusion of provisions relating to community improvement is a prerequisite for the use of Section 28 of the Planning Act.

Among the many tools at the municipality's disposal to implement such community improvements is the Community Improvement Plan. This Plan sets out specific capital improvements to be made in a designated area of the community in order to meet the goals and objectives established in the Official Plan. It is therefore, primarily an implementation rather than a policy-oriented document. Note that the projects in the Community Improvement Plan must be limited to those authorized by Section 28 of the Planning Act.

More specifically, the capital improvements must occur within a Community Improvement Project Area designated by by-law under Section 28(2) of the Planning Act. This by-law establishes the exact boundaries of the community improvement area. Both the Community Improvement Plan and the project area must conform to the Official Plan and especially to the Community Improvement Policies in the Official Plan.

Within these parameters, however, the extent or scope of the Plan may vary. A municipality is free to do either a Plan dealing only with a single PRIDE allocation or a more comprehensive, longer range Plan, that uses other sources of funding, or any appropriate level in-between. It is recommended that the municipality consult with the Field Management Branch regarding the level of detail to be contained in the Plan, as well as in the Appendices. This should include sending a draft plan to the Field Management Branch for review before the Plan is taken to council.

Municipalities allocated funds under PRIDE 1990/91 have until December 31, 1990 to submit their Community Improvement Plans to the Field Management Branch for approval by the Minister.

Two originals and six duplicates of the Plan must be submitted to the Field Management Branch for circulation, review, and approval. Written notice of the adoption of the Plan must also be sent to the Field Management Branch within 15 days of its adoption by Council (pursuant to Section 17(8) of the Planning Act). Finally it is important to understand that improvement projects outlined in the Community Improvement Plan, or an amendment thereto, may not be implemented until after the Plan or amendment is approved by the Ministry.

3.1 PLAN CONTENTS

Whatever the scope of the Community Improvement Plan, it should nevertheless answer the basic questions of where the improvements will be made, as well as why, what, how and when. Remember, when preparing the Plan, to make extensive use of tables, charts, and figures to allow for easy updating. In addition, the Plan should not refer to a specific program such as PRIDE because programs and their names are subject to change. Refer instead to the "Community Improvement Project Area", the "Community Improvement Plan" and "senior government assistance programs".

We recommend that the Plan be structured in the following way:

Where

First, indicate that the Community Improvement Project Area as adopted by by-law under Section 28(2) of the Planning Act conforms to the Community Improvement Area shown in the Official Plan. While the Project Area may consist of a portion of the Community Improvement Area, it should not contain areas which are outside the Official Plan Community Improvement Area. Include descriptive maps in your plan.

Why

Explain the reasons for selecting the Community Improvement Project Area by referring to the Official Plan and its Community Improvement Policies, municipal priorities, and relevant background studies/reports (copies of studies may be added to the appendices).

The Plan should also highlight any deficiencies or opportunities, related to the following:

- o **Municipal Social and Recreation Facilities.**
Are there enough, are they adequate, do they need developing or replacing?
- o **Municipal Hard Services.**
Describe the condition of such things as roads, sidewalks, watermains, sewers, streetlighting, etc.
- o **Land Use Make-up/Conflicts.**
What land uses are found within the Project Area? Are land use conflicts present resulting in problems such as truck traffic in residential areas, visual, olfactory and noise pollution, or safety hazards?
- o **Commercial Infrastructure.**
Again, if the Project Area is commercial in nature, describe the problems associated with traffic flows, parking, deliveries, pedestrian movement, and esthetics.
- o **Retail sector/Economic Conditions.**
If the Project Area includes a commercial area, describe how any problems in terms of high vacancy rates, retail turnover, business revenues, and levels of employment.
- o **Building Conditions.**
- o **Potential Heritage Sites.**
- o **Rivers, floodplains, and flooding problems.**

Also indicate in this section what has been done previously to try to solve the problems described. What municipal spending has been undertaken, what senior government funding has been used, and how has the community (service clubs, Chamber of Commerce, BIA) been involved?

As well as deficiencies, describe what opportunities exist in the Project Area, for example, opportunities for industrial revitalization, tourism, heritage preservation, residential intensification, and so on.

It is impossible to summarize in this Manual all of the problems/opportunities which may exist in your Project Area. As a municipal official familiar with the area in question, you are best equipped to provide a comprehensive description.

What

In this section list the specific projects to be undertaken using your PRIDE allocation, estimated gross costs and the municipal/provincial cost share.

Explain how the proposed improvements will solve the problems identified in the previous section. Discuss how the projects relate to each other and how, as a package, they will help to achieve the longer range community improvement goals for the area, as expressed in the Official Plan. The municipality should also indicate in this section what spin-offs the projects will produce. Will they encourage the upgrading of private properties, generate more jobs or new housing, induce (new) private infill development?

To maintain flexibility, contingency or substitute projects should be included, especially for a Community Improvement Plan dealing only with a single PRIDE allocation. Contingency projects need not be part of the original estimates but may be added to the Plan without amendment should the main projects come in under budget or changes are required for some other reason. Note that consultation with the Field Management Branch should occur before the implementation of a contingency project.

This section of the Plan should also include a project map to indicate where the projects are located within the Project Area, and in which areas properties may be acquired. Specific properties to be acquired should be added to the Plan by future amendments.

How

In addition to PRIDE funding, other provincial and federal assistance programs may be used to implement community improvement. Municipal sources of funding include capital funds (operating funds and debentures), as well as community groups and Business Improvement Area contributions.

Community improvement for commercial areas may also be accomplished through the Municipal Facade Improvement Program. It should be noted, however, that a Municipal Facade Improvement Program can only be introduced with the approval of the Minister of Municipal Affairs, as per Section 28(7a) of the Planning Act, in accordance with the exemption provided under subsection 112(2) of the Municipal Act regarding bonuses. Therefore, where a municipality wishes to introduce a Municipal Facade Improvement Program, the Community Improvement Plan for the area must contain the precise terms and conditions of the municipal loan and/or grant program as outlined below:

1. Eligibility criteria. Who would be eligible? Eligible costs.
2. Terms of loan and/or grant. The maximum amount of loan and/or grant. The rate of interest and/or forgiveness portion of loans.
3. Repayment provisions. Repayment period, repayment of the balance of the loan in case of a sale of property.

When

Remember that under the PRIDE 90/91 program, at least 33% of the allocation must be claimed by December 31, 1991, at least 66% by December 31, 1992, and the balance by December 31, 1993. To ensure your cash flow is on schedule it may help to describe the estimated staging of projects i.e. which projects will occur in which years, in the Appendix to the Plan. In a more comprehensive Plan it may be better to describe in what order improvements will be implemented.

3.2 APPENDICES TO THE PLAN

The Appendices do not constitute part of the Community Improvement Plan so the Plan, and the adopting by-law, should contain a statement to that effect.

The Plan should be supported by the following types of background material:

- o Reference to the relevant pages containing the Community Improvement Policies from the Official Plan.
- o Schedules A, B, and C to the PRIDE implementation agreement (examples follow).

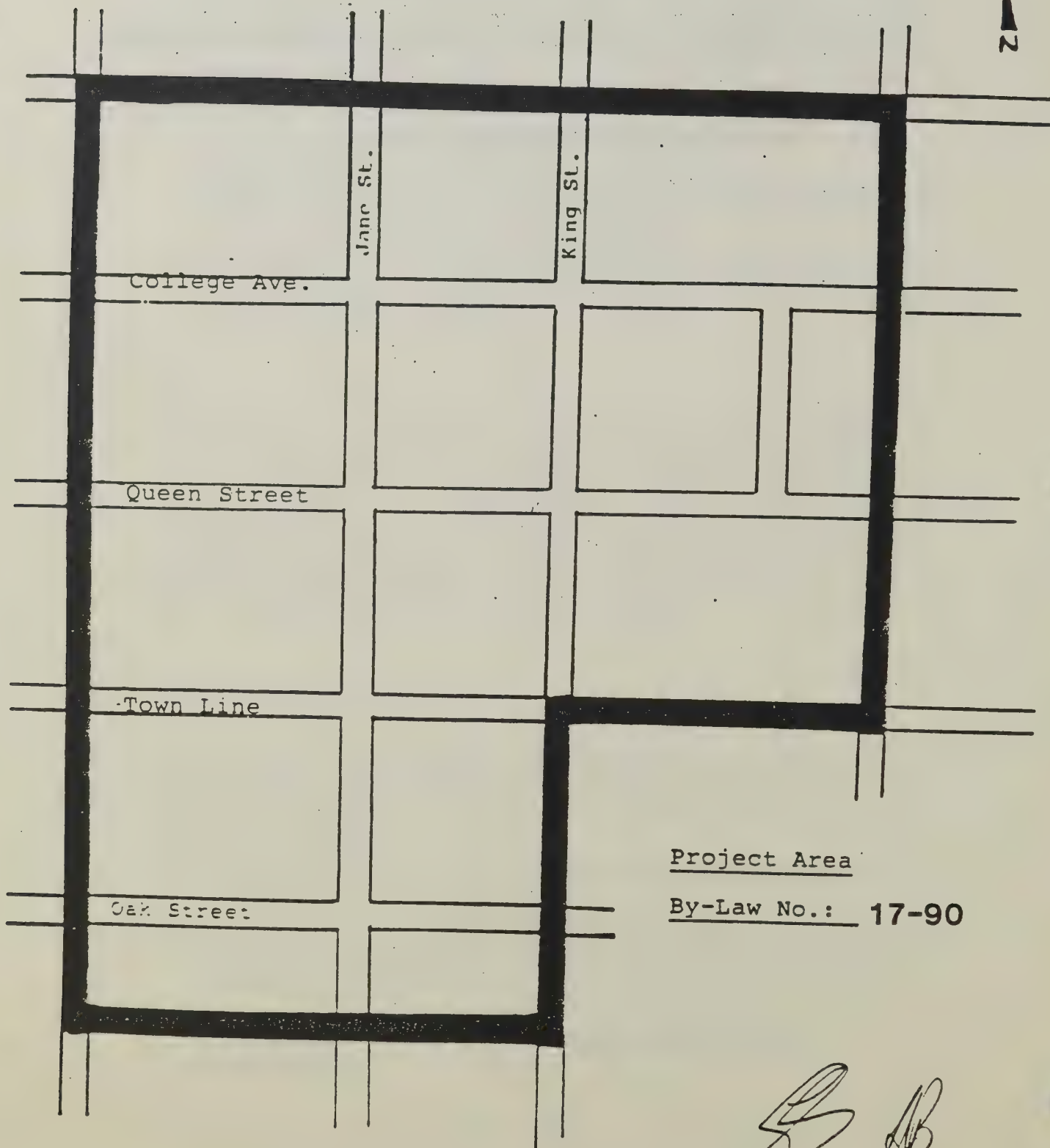
- o Copy of the Community Improvement Project Area by-law.
- o Estimated staging of the improvements.
- o Existing land use map.
- o Any supporting background documentation on conditions and deficiencies in the municipality.
- o Reference to other relevant background material.

SCHEDULE A

COMMUNITY IMPROVEMENT PROJECT AREA

PRIDE 90/91

Municipality of Midtown



Project Area

By-Law No.: 17-90

YORK - 8

Bus Stops and Bus Check Numbers

WESTBOUND

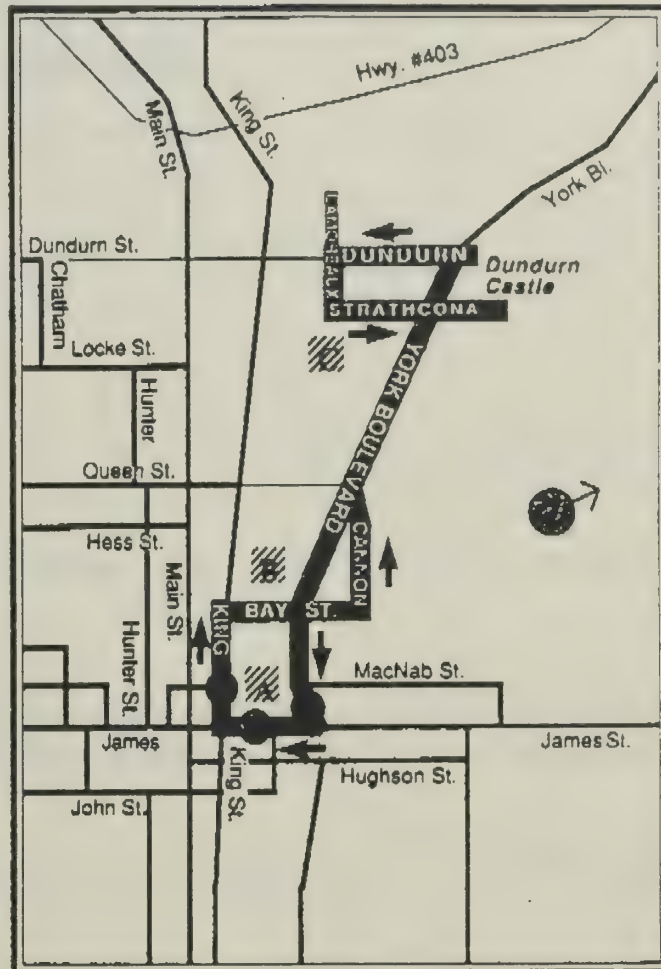
KING STREET	
opp. MacNab St.	548-2975
Bay St.	548-2975
BAY STREET	
Vine St.	548-2976
CANNON STREET	
Railway St.	548-2976
Hess St.	548-2977
YORK BOULEVARD	
Queen St.	548-2977
Ray St.	548-2978
Crooks St.	548-2978
Inchbury St.	548-2978
opp. Strathcona Av.	548-2979
DUNDURN STREET	
Jones St.	548-2980
Sunset Av.	548-2980
LAMOREAUX STREET	
Strathcona Av.	

EASTBOUND

JAMES STREET	
548-2948	South of King St.
JAMES STREET	
548-1011	opp. Rebecca St.
YORK BOULEVARD	
548-2988	James St.
548-2985	opp. Park St.
548-2985	Bay St.
548-2984	Hess St.
548-2984	Queen St.
548-2983	Pearl St.
548-2982	Locke St.
STRATHCONA AVENUE	
548-2982	York Bl.
548-2982	opp. Tom St.
LAMOREAUX STREET	
548-2981	Strathcona Av.

YORK - 8

Route Map



Try BUS CHECK...

Bus stops along the York route each have their own BUS CHECK telephone number. Before you head out to your stop, a simple call to the BUS CHECK phone number will give you accurate, up-to-the-minute arrival times of the next two buses going your way. That means your waiting time can be cut to a minimum!

Transferring to another route...

If you require more than one bus to reach your destination, ask your driver for a transfer when boarding. This slip entitles you to change buses at no additional charge. Transfers are not a stop-over and are valid only on the first available connecting bus to your destination. Simply present the slip to the next driver and continue your trip.

About this route guide...

This route guide is designed to provide general route information. Read the timetables from left-to-right and estimate arrival times for stops between the time points listed. For easy reference, the time points are indicated on the route map. For more accurate bus arrival times, call the Bus Check number for the stop nearest you. This route guide is subject to change without notice and arrival times may be affected by weather, traffic, or technical difficulties. The H.S.R. and producers of this timetable do not take responsibility for errors in this document, or for damages or inconveniences caused by delayed schedules or failure to make connections.

DUN-MAP

LEGEND

- York Route 8
- Other H.S.R. Route
- Major Transfer Point
- Other Road
- Time Point on Timetable

OFFICE OF THE REGIONAL CLERK**MEMORANDUM**

TO: Mr. E. M. Gill, P.Eng.
Senior Director of Roads
Engineering Department

FROM: Carolyn A. Biggs
Legislative Assistant
Regional Clerk's Office

PHONE: (416) 546-2604

SUBJECT: Transportation Services Committee
Report 13-91, Item 47

DATE: 1991 December 19

Subjoined please find Item 47 of Report 13-91 of the Transportation Services Committee which was approved by Regional Council at its meeting held on Tuesday, December 17, 1991.

Would you please take the necessary steps to execute the directions of Council with respect to this item.

:cab.

47. Intersection of James Street and Markland Avenue in the City of Hamilton - Turn Prohibition, One-Way Operation of James Mountain Road

- a) That the implementation of the one-way operation of James Mountain Road, between 3:00 p.m. and 6:00 p.m., Monday to Friday, as recommended in Subsection b) of Item 39 of Engineering Services Committee Report 15-91, and approved by Council at its meeting of September 17, 1991, be tabled until staff is able to submit the appropriate reports to both the Transportation Services Committee and the City of Hamilton;
- b) That the current one-way operation of James Mountain Road between 4:00 p.m. and 6:00 p.m. - Monday to Friday, remain unaltered.

ONGOING INITIATIVES - BEASLEY NEIGHBOURHOOD

Ferguson Avenue Committee

This is a citizen and staff committee established to examine the use and design of Ferguson Avenue.

Joint Carter Square Advisory Committee

This is a joint committee with representatives from CAPIC, Central/Beasley PRIDE, Ferguson Avenue, and landowners to review a request to amend the approved Beasley Neighbourhood Plan. The area being reviewed is bounded by Barton Street, Cathcart Street, Cannon Street East, and Elgin Street.

CN Station

Established by the Planning and Development Committee, this sub-committee is to recommend other uses for the CN Station located on James Street North once train service by GO Transit and VIA Rail conclude.

Central/Beasley P.R.I.D.E.

This is a citizens committee established to implement the P.R.I.D.E. initiatives in Central and Beasley Neighbourhoods. The committee is coordinated by the Public Works Department.

Central/Beasley P.R.I.D.E./H.INT.

This is a citizens committee established to enhance servicing opportunities in Central and Beasley Neighbourhoods in order for housing intensification to occur.

Central/Beasley Neighbourhood Plan Review

A review of the Central and Beasley Neighbourhood Plans is scheduled to commence in February of 1992. The review will be done by the Planning and Development Department in consultation with a citizens advisory committee.

Task Force on Sustainable Development

economic, social and environmental planning for the future

December 31, 1991

764.91.8

Dear fellow citizen:

RE: Vision 2020: A draft vision for Hamilton-Wentworth

The Chairman's Task Force on Sustainable Development was established by Regional Council to investigate the concept of sustainable development, as a way to coordinate and integrate planning, economic development, budgeting and other Regional decision making in the future. A major part of this mandate required the Task Force to consult widely with citizens.

For the past 18 months, the Task Force has been meeting with citizens in workshops, focus groups and at a major community forum, to find out where people think the Region should be headed in the future. Since July, the Task Force has been working hard to come to a consensus on a draft vision; one that can guide Hamilton-Wentworth to a sustainable future.

The document enclosed - Vision 2020 - is a draft released for public review and comment. The purpose of the vision is twofold: to guide Regional politicians and staff as decisions are made about our future; and, to serve as a way for citizens to check whether these decisions are on track. We would like you to review the vision and give us your comments, suggestions, criticisms and recommendations. Some of the things the Task Force would like to know include:

1. What is good about the vision?
2. What is missing from the vision?
3. Where and how can it be improved?
4. Is the vision too general?
5. How does your area(s) of concern or organization fit with the vision: are there specific ways we can work together to make the vision happen?



The Task Force wants to see the draft vision become the object of spirited community debate. To help this along, we welcome requests for face to face meetings, to clarify the vision and foster informed discussion.

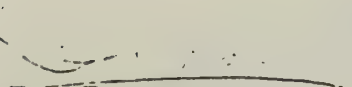
The Task Force will be holding formal public hearings in March, 1992, where individuals and groups will be able to make written or verbal presentations on the draft vision. We encourage you to review the draft and contribute your ideas to the process. You can do this by sending a written submission to the Task Force Coordinator at the address on this letter, or by calling either Mark Hornell (546-2195) or Mark Bekkering (546-2150), to arrange a presentation at the public hearings to be scheduled for March, 1992.

Once all public submissions have been received and reviewed, the Task Force will revise the vision and present it to Regional Council for adoption. The vision will then become the framework to guide Regional decision-making for planning, economic development and budgetary issues, as well as serve as the foundation for more work by the Task Force as we develop strategies to make the vision a reality.

As I mentioned earlier, citizens have been consulted and involved in all steps leading to the publication of this draft vision, and this process will continue. Citizen working groups recommended many specific ways to improve life in the region. These ideas will be picked up by the Task Force as implementation strategies are developed. Citizens and agencies will have more opportunity for involvement in strategy design, through the creation of strategy design teams as sub-committees of the Task Force. As well, final strategies to implement the vision will be presented for public review in late 1992, before going to Regional Council for consideration.

I encourage you to take part in this and upcoming opportunities to shape the future of your region, and speaking for the Task Force, we look forward to receiving your ideas.

Yours truly,


Don Ross
Task Force Chairman

/encl.

Vision 2020: The Sustainable Region

An Overview

In the year 2020, Hamilton-Wentworth is home to approximately 1/2 million people, living in a region made up of compact urban core areas, surrounded by a rural landscape that includes productive farms, hamlets and a continuous network of natural areas.

We are an environmentally conscious community where the existence of all living things is cherished and where all can breathe fresh air, swim in clean streams and lakes and have ample opportunity to observe and experience the wonders of the natural world.

We are an economically, socially and culturally diverse community that encourages opportunities for individuals, reduces inequities and ensures full participation for all in community life.

We are a caring community that gives opportunity and support to all its members, including children, the aged, the physically and mentally challenged, immigrants and refugees. People live longer in good health.

Finally, we are a vibrant, vigorous community which builds on existing strengths and attracts wealth producing industries that work in partnership with government and the community to create a diverse, sustainable economy. Economic growth incorporates non-polluting, energy efficient and environmentally friendly industries, including traditional manufacturing industries that have been supported and helped to become environmentally sustainable. Industry, government and labour have great capacity for innovation in response to global economic change.

The Landscape

The health and beauty of the countryside and townscapes are a source of great civic pride. A protected system of natural areas threads throughout the region, preserving and improving our natural heritage. This system of natural areas and connecting corridors allows wildlife to migrate, enhancing their chances of reproducing and finding food and shelter. A recreational greenway gives residents access to this system of natural areas, in ways that do not threaten ecological processes. Recreation and the needs of wildlife for a protected habitat co-exist.

As a community, we cherish a clean, healthy environment and work to prevent ecological degradation. Waste-reduction, energy-efficiency and respect for ecological systems characterize all aspects of community life and decision making, including government, business and industry. Citizens abide by environmental laws and regulations and help educate each other on ways of living in harmony with the natural world. We are a model for other communities in the way in which we integrate short-term economic benefits, long-term environmental and social costs, and indirect economic costs in our evaluation of public and private initiatives.

Our Communities

Urban areas are laid out, and individual buildings designed and located, in ways that maintain community character, respect our cultural and natural heritage, and satisfy people's needs and desires. Urban development occurs within firm boundaries. Green

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corridors bring nature into the city, giving people easy and convenient access to the open countryside, natural areas and continuous public open space along the bayshore and lakeshore. Our neighbourhoods are models of energy-efficiency, waste-reduction and respect for nature. Human needs for space, privacy, safety, and aesthetic appeal are fulfilled.

In the year 2020, we know our neighbours. We live in communities and neighbourhoods together with people of all ages and walks of life. Different kinds of activities and land uses are mixed closely together, so that we can walk to meet our daily needs for work, recreation and other services. Each neighbourhood has a central gathering place where essential services such as shopping, health care, education and recreation are clustered around an attractive, car-free common open space. This gives everyone an opportunity to participate in all aspects of community life. Each neighbourhood has a full range of housing types and prices allowing people to live in their communities throughout their lives. This is true also for former suburban industrial-business parks, which have been re-developed with homes and other activities mixed in with workplaces.

Hamilton-Wentworth is a warm and friendly place where people actively care for their community and are concerned for one another's welfare. The streets and public areas are safe at all times. Neighbourhoods have strong local identity. Residents actively participate in community life, to a large extent, controlling the pace and design of change. The decision-making process is easily understood and open to involvement by all. Politicians and public employees take the actions needed to achieve long-term community plans.

Getting Around

An integrated public transportation system serves the entire region in an affordable, efficient, and accessible way. Clean forms of transportation predominate. Public streets are designed and managed (including signals and regulations) to accomodate comfortably and safely, public transit, cyclists, pedestrians and automobiles as complementary forms of transportation. The integrated transportation system gives access to all basic needs. Public transit provides all citizens with easy access to activity areas, as well as to neighbouring communities and cities via convenient and frequent inter-urban transit. Most people can walk or cycle to work because jobs and housing are near one another. Major roads have minimal noise and pollution impacts on adjacent lands, and follow routes that cause little damage to the natural and human environment.

Quality of Life

In the year 2020, disease and disability are being progressively reduced. All of us achieve our full potential in a safe, non-violent environment. Everyone has adequate food, shelter, income and education. Everyone has a valued role to play in family, work and community. We have access to affordable and appropriate health care, regardless of geography, income, age, gender, or cultural background. Cultural institutions and activities are recognized and supported for their contribution to community life and economic health. Cultural institutions reflect our historical development and the contributions of our diverse population.

All of us take responsibility for our health, citizenship and public decision-making. As citizens, we are active participants in cooperative, region-wide community planning.

Government is coordinated, efficient and easily accessible. A well-educated, literate population is seen as a total community responsibility. Schools are leaders in effective learning and excellence in teaching. Lifelong learning is valued and supported across the community. All citizens are knowledgeable about sustainable development and quality of life issues. Our cultural institutions and groups advocate values consistent with environmental sustainability. Educational institutions instill sustainable values and citizens pursue sustainable lifestyles.

Livelihood

A stable, flexible economy is achieved through the effective use and development of all community resources. This means not only land, capital equipment, and community services, but the continued improvement and retention of a skilled workforce. Economic strategies, set through a cooperative process involving citizens, industry, government, education and labour, include effective job-training and re-training programmes. Young adults find employment opportunities in the region.

The region is home to numerous firms that carry out research and development and manufacture in sustainable economic sectors. Successful companies are characterized by high production quality and worker productivity, and innovative employment practices such as on-site daycare, jobsharing, work-at-home arrangements, and cooperative, community-based job creation. These companies provide a solid tax base for the region. Business and industry actively participate with government in advanced skill training programmes, including programmes designed to enhance employment accessibility for the physically and mentally challenged. Firms are at the forefront of energy efficiency; and pollution control and prevention.

Hamilton-Wentworth is now home to a whole new economic sector based on the natural resources of the region. Burlington Bay is a base for nature-oriented tourism and recreation, that includes the Niagara Escarpment, waterfalls and Carolinian forest areas of the region. The harbour is a vibrant centrepiece for the community and is accessible, clean, and humming with diversity. Recreation co-exists with use of the harbour as an essential marine transportation link.

Agriculture, now considered a strategic community resource, is a vibrant part of the regional economy, which makes a valued contribution to our overall quality of life. The farming community is economically viable and environmentally sensitive, capable of supporting family farming operations that are competitive internationally. The farming community is in harmony with neighbouring urban areas using clean, organic urban waste to enhance the soil. Prime agricultural land is recognized by all citizens as irreplaceable and strong policies and programs ensure its continued use for food production. Moreover, agricultural soils are continuously improved through the widespread use of sustainable farm practices. Vacation farming ensures an enhanced profile for local agriculture.

Is This Your Vision?

As you read **Vision 2020** think about what type of community you would like Hamilton-Wentworth to be thirty years from now. Does Vision 2020 match your vision of the future? What is missing? What should be changed or improved? We invite you to make your comments and views known to the Task Force.

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- Silver, Hilary and Dudley Burton. 1986. "The Politics of State-Level Industrial Policy." *Journal of the American Planning Association* 52(Summer):277.
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THE MEANING OF LOCAL ECONOMIC DEVELOPMENT

The Basic Concept

There is increasing recognition among both national and local policymakers that, whatever national economic strategies are pursued to stimulate the economy, no community large or small can depend upon these measures alone. Moreover, in too many instances, the combination of national economic interest and the motivations of multinational firms do not coincide with the needs or interest of local communities, workers, or disadvantaged segments of the community. In market-driven economies, communities are marketplaces too. As a result, communities must put themselves in a position to market their resources intelligently and gain *competitive advantages* to create new firms and maintain their existing economic base. That is, communities must use their current human, social, institutional, and physical resources to build a self-sustaining economic system.

It is often asked, by persons concerned with this new wave of local economic planning, whether this activity merely represents a new approach or if it is the reformulation of the failed "trickle down" policies of the past. The key issue is whether this new version of local or community-based economic development is genuinely better and more effective than past efforts. Can local governments and/or neighborhoods, working together or separately, create new jobs? More important (and perhaps more fundamental), are these new approaches just moving the existing jobs around the nation with giveaways and gimmicks? Is it, in fact, possible to generate more work and more "good" jobs in a technology-based economy? If local efforts can generate employment, are these efforts cost-effective? Or is it inevitable that local institutions are only playing at the margins of the employment-generation process

without making any substantial impact on the real requirements for employment in a transitional economy? Can the job-formation process be related to the people who need the work? Is it inevitable that the "underclass," the racial minorities, women, and other disadvantaged persons, will not share in the benefits of any form of economic development, be it local or otherwise? Is economic development another code term for corporate control of community assets? Finally, at what cost to planning, zoning, and environmental considerations is local employment being pursued?

These are difficult questions. Throughout this book, there are conceptual, policy, and programmatic differences that respond to these queries and form a rationale for local economic development. This chapter provides a link between the existing theories of regional growth and decline, to forge an operational paradigm for engaging in local economic development. The conceptual framework for local economic development emerges from basic development theories. This chapter is not a review of all development theories but aims at providing an intersection for the public policies that are the basis for local economic development.

Defining Local Economic Development

Locally based economic development is not merely new rhetoric but represents a fundamental shift in the actors as well as the activities associated with economic development. It is essentially a process by which local government and/or community-based groups manage their existing resources and enter into new partnership arrangements with the private sector, or with each other, to create new jobs and stimulate economic activity in a well-defined economic zone. The central feature in locally oriented or based economic development is in the emphasis on "endogenous development" policies using the potential of local human, institutional, and physical resources. This orientation leads to a focus on taking local initiatives in the development process to create new employment and stimulating increased economic activity. The reasons for this are as follows:

[Previous economic development theories and program efforts]... have relied too heavily on a belief that the benefits of economic growth and expansion will "trickle down" to improve conditions of the poor...

They have separated macroeconomic policies and maintenance programs into two separate and distinct camps; and... they have focused almost exclusively on trying to remedy perceived "defects" in the poor—inadequate education or skills, weak community supports, lack of motivation—and ignored the very real, potent barriers in the structure of opportunities the poor confront on the "demand" side of the labor market equation [Corporation for Enterprise Development, 1982, p. 2].

Local economic development is process oriented. That is, it is a process involving the formation of new institutions, the development of alternative industries, the improvement in the capacity of existing employers to produce better products, the identification of new markets, the transfer of knowledge, and the nurturing of new firms and enterprises. As Williams (1986, p. 1), writing for the OECD, puts it,

When you move beyond importing [jobs]... and start a strategy of creative innovation and adaptation, then [local] "innovation" becomes an economic, social, and a local [development] preoccupation, rather than just a technical one.

No matter what form it takes, local economic development has one primary goal, which is to increase the number and variety of job opportunities available to local people. In performing these activities, local governments and/or community groups must take on an initiating, rather than a passive, role.

In essence, local government—with community participation and using the resources of existing community-based institutions (where they exist and possess economic potential)—is required to assess the potentials and marshal the necessary resources to design and develop the local economy. Local government and community organizations are realizing that *all* public sector actions have an impact upon private decisions. Even the most narrow local governments, perhaps restricting their activities to the traditional housekeeping services, have affected economic development in their communities, if only through their passivity. Many local governments have probably acted unwittingly to restrict employment opportunities without understanding or assessing the economic consequences of their actions. Similarly, neighborhood-level community institutions, both nonprofit and public, have had dramatic impacts on private investment. Neighborhoods with active churches and neighborhood organizations that work toward the constructive development of their community act as beacons to

developers and investors. Further, good community schools, both public and private, are essential factors in the potential location of new businesses. Private decisions and public economic activity are intimately related and affect employment opportunities for all local residents. This concept should lead local governments and community-based organizations to take a new and different perspective toward planned, coordinated development initiatives. Communities large and small need to understand that, no matter how depressed or wealthy they are, local government, community institutions, and the private sector are essential partners in the economic development process.

Theories of Growth and Development

Currently, no theory or set of theories adequately explains regional or local economic development. There are several partial theories that can help us understand the underlying rationale for local economic development. The sum of these theories may be expressed as

LOCAL/REGIONAL DEVELOPMENT = {natural resources, labor, capital investment, entrepreneurship, transport communication, industrial composition, technology, size, export market, international economic situation, local government capacity, national government and state spending, and development supports)

All of these factors may be important but it is the segregation of each of them into their component parts that forms the basis for development theory and local economic actions.

THE ROLE OF NEOCLASSICAL ECONOMIC THEORY

Neoclassical economic theory does not have a significant spatial dimension. Nonetheless, neoclassical models of large-scale economic systems can be applied to the competitive positioning and wealth generation of a subarea of a larger economy.

The neoclassical theory offers two major concepts to regional and local development: equilibrium and mobility. These concepts provide

that all economic systems will reach a natural equilibrium if capital can flow without restriction. That is, capital will flow from high-wage/cost to low-wage/cost areas, because the latter offer a higher return on investment. In local development terms, this means that ghettos should draw capital because prices for property and sometimes labor fall to meet the demand of the marketplace. If the model worked perfectly, then all areas would gradually reach a state of equal status in the economic system. Much of this rationale underlies the current wave of deregulation of banking, airlines, utilities, and similar services. In theory, all areas can compete in a deregulated market.

In a similar manner, advocates of neoclassical theory would oppose any community regulations on the movement of firms from one area of the nation to another, or even offshore. Neoclassical theorists oppose moves by community groups and local governments that might place restrictions on firm locations, such as minority or local equity participation. They suggest that such moves are doomed to fail and disrupt the normal and necessary movement of capital. Moreover, neoclassical advocates argue, as discussed earlier, that there should be no attempts to save dying or uncompetitive firms. Further, they argue that workers who lose their jobs should move to new employment areas as a further stimulus to development in such places. Among regional and local economic development advocates, there are many detractors of neoclassical theories and the policies derived from them because of the anti-intervention stance of neoclassical economists. In addition, neoclassical models tell us little about the real reasons some areas are competitive and others fail. Further, the neoclassical framework is generally viewed as antagonistic to the interest of communities as places with a *raison d'être* beyond their economic utility.

On the other hand, there are useful concepts that can be derived from the neoclassical position. First, in a market society, all communities must ensure that they use their resources in a manner that attracts capital. Artificial barriers, inferior governmental bureaucracy, and an absence of a "good business climate" are, in fact, barriers to economic development. Second, communities or disadvantaged neighborhoods can and should argue for the resources necessary to assist them to reach an equilibrium status with surrounding areas. This can be partially accomplished by upgrading commercial properties, through local government loans and grants, as well as by offering training and other programs that enhance the value of local labor. These measures can act

as inducements that equalize the value of inner-city neighborhoods and other disadvantaged areas with more prosperous places.

ECONOMIC BASE THEORY

As stated previously, communities are socioeconomic systems. As whole systems, they trade with others communities outside their boundaries. Adherents of economic base theory postulate that the determinants for economic growth are directly related to the demand for goods, services, and products from other areas outside the local economic boundaries of the community. In essence, the growth of industries that use local resources, including labor and materials for final export elsewhere, will generate both local wealth and jobs.

The local economic development strategies that emerge from this theory emphasize the importance of aid to businesses that have a national or international market above and beyond aid to local service firms. Implementation of this model would include measures that reduce barriers to export-based firms establishing themselves in an area, with such measures providing, for instance, tax relief, transport facilities, and telecommunications. Moreover, firm recruitment and economic assistance efforts would be aimed at supporting or encouraging export-oriented enterprises.

Many of the current entrepreneurial and high-technology strategies aimed at attracting or generating new firms are also based on economic base models. The rationale is that nonexport firms or service-providing businesses will develop automatically to supply export firms or the population that works in them. Moreover, it is argued that export industries have higher job multipliers than local service firms. Thus every job created in an export firm will generate, depending on the sector, several jobs elsewhere in the economy. There are regional economic methods that will test and measure such impacts of firms on the local economy.

The weakness in this model is that it is based on external demand rather than internal need. Overzealous application of base models can lead to a skewed economy almost entirely dependent upon external, global, or national market forces. This model is, however, useful in determining the balance between industrial types and sectors that a community needs to develop for economic stability.

LOCATION THEORY

There is an old saying among regional economists to the effect that there are only three important variables in regional growth. They are location, location, and location! There is some logic to this statement with respect to industrial site development. Firms tend to minimize their cost by selecting locations that maximize their opportunities to reach the marketplace. The old industrial/manufacturing model postulated that the best location was almost always on the cheapest transport link between raw materials and markets.

There are other obvious variables that affect the quality or suitability of a location, such as labor cost, the cost of energy, availability of suppliers, communications, education and training facilities, local government quality and responsiveness, and sanitation. Different firms require differing mixes of these factors in order to be competitive. Therefore, communities generally attempt to manipulate the cost of several of these factors to become attractive to industrial firms. All of these actions are taken to enhance a *location* beyond its natural attributes.

The limitation of location theory today is that modern technology and telecommunications alter the significance of specific locations for the production and distribution of goods. In many respects, almost any community can compete as an urban center now because transportation cost for the most sophisticated products has been reduced dramatically. Moreover, less tangible variables, such as the quality of community life, now seem to overshadow the obvious advantages of large market or natural resource areas.

The contribution of location theory to local economic development is in the realistic parameters it places on the development process. Communities need to ascertain the relative value of their locational attributes with the other combination of resources that the area possesses.

CENTRAL PLACE THEORY

The basic concept underlying central place theory is that there is a hierarchy of places. Each urban center is supported by a series of smaller places that provide both resources (industries and raw materials) that require a central clearinghouse to filter into the world marketplace. Regional development models for rural areas have relied heavily on central place theory to guide resource allocations among country

centers, the thesis being that the development of a central country center of larger-scale population would improve the economic well-being of the entire region.

The application of central place theory can be seen in the early work of the Tennessee Valley Authority (TVA), Rural Electrification, Economic Development Administration (EDA), and similar rural service bureaucracies. Each of these organizations attempted to develop a regional economic plan with one or two communities either designated or emerging as regional nodes for development.

There is a relevant application of central place theory for local economic development for both rural and urban places. For example, it is necessary to differentiate the functions of various neighborhood areas for them to remain viable centers. Some areas will become region-serving while others will serve only the resident community. Local economic development specialists can assist communities or neighborhoods to develop their functional role in the regional economic system.

CUMULATIVE CAUSATION THEORIES

Casual observation of the decay of urban neighborhoods demonstrates the basic concepts of cumulative causation thesis: The interplay of market forces increases rather than decreases the inequality between areas. As a result, a divergence in regional income is a predictable outcome. Market forces, by their nature, pull capital, skill, and expertise to certain areas. These areas accumulate a large-scale competitive advantage over the rest of the system. Myrdal (1957, p. 23) expounded this theory and described it in the following manner:

Suppose accidental change occurs in a community, and it is not immediately cancelled out in a stream of events; for example a factory employing a large part of the population burns down . . . and cannot be rebuilt economically, at least not at that locality. The immediate effect is that the firm owning it goes out of business and its workers become unemployed. This will decrease income and demand. In its turn, the decreased demand will lower incomes and cause unemployment in all sorts of other businesses in the community which sold to or served the firm and its employees. . . .

If there are no exogenous changes, the community will be less tempting for outside businesses and workers who had contemplated moving in. As the process gathers momentum, businesses established in the community and workers living there will increasingly find reasons for moving out in

order to seek better markets somewhere else. This will again decrease income and demand.

These "backwash effects" prevent low-income neighborhoods from developing the requisite internal capacity for revitalization. On the other hand, the growth of prosperous areas tends to feed on itself if the growth-inducing factors remain conducive. As a result, less-well-off areas, be they rural backward regions or inner-city ghettos, tend to send their capital and labor supply to better places without any significant return. It is for this reason that many advocates of ghetto capitalism propose the movement of jobs into the neighborhoods rather than the movement of people away from their communities in search of work. In addition, the loss of community retail banks, supermarkets, and commercial establishments continually drains both rural underdeveloped areas and ghettos of the requisite internal capital for rebuilding themselves.

The community development corporation and rural development centers are one response to creating new institutional arrangements to rebuild underserved communities. These organizations are attempting to restore the market, and act as capital retainers or capital attractors for areas where market forces are especially weak.

Of course, the weakness of this theory is in its application to small areas, such as urban inner-city ghettos. It is difficult to obtain data that shows capital leakage even when it is observable. Further, it is extremely difficult to know where to intervene in a decaying neighborhood economy. Do you reestablish banks or supermarkets? Given that ghetto markets are poor in both money and use of funds, how do you accumulate any reinvestment capital? These are very difficult questions that local economic developers need to consider before they embark on attempting to improve very troubled areas. In a sense, every cause is an effect.

ATTRACTION MODELS

Industrial attraction theory is the economic development model most widely used by all communities. The basic economic theory that underlies attraction is that a community can alter its market position with industrialists by offering incentives and subsidies. The assumption is that any public or private subsidies provided will be recouped by the increased economic wealth and taxes generated by the new activity. A more cynical view, supported by considerable evidence, is that the cost

of such efforts is paid by the workers and taxpayers of the community (Bluestone, Harrison, and Baker, 1981).

Communities are products. As such, they must be "packaged" and appropriately displayed. The objective evidence of this packaging of communities can be observed in magazine and newspaper advertisements extolling the virtues of certain places over others. There is some cynicism with regard to this mode of economic development. Nonetheless, there is considerable anecdotal evidence that community promotion works and the failure to use it may be a political liability.

A new approach in attraction is the change in emphasis from attracting factories to one of attracting the entrepreneurial population, particularly certain socioeconomic groups, to a community or area. New middle-class migrants to an area bring both buying power and the capability to attract employers. In addition, recent migrants are more likely to start new firms. As a result, many communities have reassessed their firm attraction efforts and reoriented them toward "people" attraction. This approach has been particularly effective in rural areas where the quality-of-life factor has attracted new populations. This, in turn, has led to increased economic growth as a response to both internal demand and new export enterprises created by the new migrants.

Finally, the attraction model underlies some of the current emphasis on "civic entrepreneurship." The notion is that nations, states, and communities can become attractive places for entrepreneurs to flourish. A corollary theory has emerged that suggests that some localities offer special "knowledge networks" and act as incubators for high-technology firms or inventors. These areas are natural entrepreneurial centers because they develop a certain style or *esprit de corps*. Route 128 in Massachusetts, the Silicon Valley, and the North Carolina Triangle, as well as some areas of Florida, have gained reputations as innovation centers.

Communities all over the world are beginning to initiate policies and programs to make their area more attractive to investors, firms, new migrants, entrepreneurs, and others. The theoretical basis for this activity is that places can display themselves and offer incentives that give them a *competitive advantage* over other areas with similar resource endowments. The extent to which all these efforts cancel one another out or provide businesses with unnecessary and expensive incentives is a topic of considerable debate.

This approach suggests, however, that no city or neighborhood should hide its virtues "under a bushel basket." Some form of marketing is necessary; the means and the rationale are as important as the desired result in undertaking this mode of development planning given that the ends may not always justify the means.

Toward a Synthetic Theory of Local Economic Development

Existing development theory is an insufficient template for local economic development activities. Therefore, an alternative approach to development theory is formulated here to serve as a context for local economic development planning and action. The approach advanced here is a synthesis and reformulation of existing concepts. It serves as a basis for thinking about and taking action within the local economic development context.

EMPLOYMENT

The major, and sometimes the sole, rationale for communities to engage in active development efforts is to boost local employment. In the neoclassical formulation, the inducement of lower wage rates and cheaper costs is sufficient to create employment. Two implications flow from this formulation. One is to change the quality of the place, that is, to provide special locational incentives. The other one is to increase the value of the local labor force.

The myriad job training and job development schemes in this country are testimony to the importance attached to transforming existing labor into a more useful product for existing employers. The enterprise zone is a direct example of attempts to stimulate job creation for a specific population by altering the value of locations.

The goal of local economic development is not to alter but enhance the value of people and places. The conceptual position taken is that employment development is a function of how the community builds economic opportunities that "fit" the human resources and utilize/maximize the existing natural and institutional resource base. In essence, the emphasis shifts from the demand (firm) side of the equation to the supply (labor and natural resources) side as the conceptual framework for formulating development solutions.

DEVELOPMENT BASE

The economic base model relies heavily on a sectoral approach to economic development. Transactions within the economic system dominate this approach rather than the failures and inadequacies of the economic system in which the transactions are taking place. Within this context, the inputs and outputs of the economic system move well beyond the economic interchanges, and the model examines institutional and other linkages that make the system work.

Local economic development theory starts with a premise that the institutional base must form a major component of both finding the problems in the local economy and altering institutional arrangements. Building new institutional relationships is the new substance of economic development. Communities can take control of their destiny when and if they assemble the resources and information necessary to build their own future. This is not a closed political process but an open one that places local citizens in a position to plan and manage their own economic destiny.

LOCATION ASSETS

Technology is shattering the traditional view of physical location as the major determinant of development. Firms, even large-scale manufacturing operations, are not as stable as they have been. No one knows precisely what is "footloose" with regard to locational criteria. Thus the old view that the availability of transportation and market systems would determine a community's economic viability is outdated.

Moreover, while heretofore, rural communities had spent most their energy in attempting to acquire roads and related infrastructure to promote development, they now find that this thrust is insufficient. Some rural areas are growing even without such large-scale investment. It does not seem to matter whether a rural community is a designated growth center with regard to population or industrial development.

Location, by itself, is no longer a "pull" factor. In some respects, urban and particularly inner-city locations represent "push" factors. Both firms and people want to avoid these places because their image is unattractive. Crime and associated issues make it difficult to do business in many urban environments. Lack of cultural and educational facilities can retard the development of many rural communities.

The new local economic development model suggests that there are *location inducing* factors. These factors apply more to the quality of the

TABLE 3.1
Toward a Theory of Local Economic Development

Component	Old Concept	New Concept
Employment	More firms = more jobs	Firms that build quality jobs that fit the local population
Development base	Building economic sectors	Building new economic institutions
Location assets	Comparative advantage based on physical assets	Competitive advantage based on quality environment
Knowledge resource	Available work force	Knowledge as economic generator

local physical and social environment than to larger-scale geographic considerations. Moreover, developing a community's recreational, housing, and social institutions is an important determinant of economic viability. Concentrating on building the social and institutional network creates the *inducing environment* for a firm to develop or locate in a community. In essence, if the structure is organized in the correct manner, economic activity will ensue and it will not have to be pursued.

KNOWLEDGE RESOURCES

Research resources are the base for economic development in a "knowledge intensive" world economy. In the modern economy, information, more than goods, is exchanged. The development of new information in, for example, biotechnology, computing, and telecommunications is of enormous value. As a result, the loci of economic innovation and product development have moved from the field to the laboratory.

Major research universities, research institutes, and research units in business and industry are of enormous significance to a local economy. Therefore, localities must develop ways to tap the intellectual resource centers of their region or area. These intellectual resources can be of major assistance in developing new goods and services or unlocking the potential of existing natural and other resources.

The quality of an area's human resource base is a major inducement to all industries. If the local human resource base is substantial, new

firms will be created by it irrespective of location or else existing firms will migrate there. Therefore, communities must not only build jobs to fit the existing populace, they must also build institutions that expand the capability of this population. Rural communities and inner-city neighborhoods seldom have higher education or research institutions that service them. Indeed, the rural communities and urban neighborhoods seldom consider the need for such resources beyond the teaching function or community problem-solving requirement. Local economic development, however, both now and in the near future, will be dependent upon the ability of communities to use the resources of higher education and research-related institutions. Rather than attracting a new factory that may initially employ thousands, a community is better served by attracting and retaining a few small related research labs in leading-edge technologies that will eventually create jobs and stability for the total region.

The Emerging Framework

A new conceptual framework is emerging (Table 3.1) to serve as the parameter for local economic development. It does not enjoy any status yet. The basic tenets of this framework suggest that local economic development is a process that emphasizes the full use of existing human and natural resources to build employment and create wealth within a defined locality.

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1992
CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA

DATE: February 14, 1992
TIME: 9:00 a.m.
PLACE: Room 233, City Hall

URBAN MUNICIPAL

AGENDA

TOPIC: Urban Safety

1. Chairperson's Remarks
2. Members Reports
3. Minutes of Meeting held January 17, 1992
4. Urban Safety
 - a) Introduction - Gabriel Etele
 - b) Policing - Officer Cathy Wallace
 - c) Women's Safety Audits - Lynda Morris
5. Sewell Commission Meeting on February 27, 1992
6. Memo to CAPIC Members from Charles Forsyth
7. Other Business
8. Adjournment

Coordinator

Mary Lou Tanner 546-4148

Please call if you are unable to attend.

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE**a Subcommittee of the Planning and Development Committee**

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES**CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE**City Hall, Room 219Friday December 17, 1991**MEMBERS ATTENDING**

Charles Forsyth - Chairperson
Russell Elman - Vice Chairperson
Alderman McCulloch
Mary Pocius
Art Lomax
Maggie Fischbuch
John Nolan
John Eyles
Ronald Faichney
Gloria DeSantis
Gil Simmons

Citizen Member
Durand Neighbourhood Association
Alderman Ward 2
International Village BIA
Hamilton Automobile Club
Citizen Member
Past Chairperson
McMaster University
United Senior Citizens of Ontario
Social Planning and Research Council
North End Neighbourhoods

REGRETS

Bruce Rankin
Gerry Kennedy
Carol Mason
Gabriel Etele
Kay Nolan

Hamilton Society of Architects
Metropolitan Hamilton Real Estate Board
Hamilton Board of Education
Downtown BIA
Hamilton-Wentworth Roman Catholic Separate
School Board

STAFF AND OTHERS

Bill Janssen
Mary Lou Tanner (Co-ordinator)
Joe Gravina (Secretary)
Mirko Lakoseljic
Rob Amos
Vladimir Matus
Roland Karl
Hazel Milsome
Sylvia Renshaw
Rosemary Foulds
Don Jaffray
Diane Carpenter
Jim Drake

Local Planning
Local Planning
Local Planning
Ministry of Municipal Affairs
Regional Planning
Local Planning
Traffic Department
Public Works
Economic Development
Regional Social Services
Social Planning and Research Council
Downtown BIA
Beasley Neighbourhood Resident

Chairman's Remarks

1. Charles Forsyth welcomed everyone, called the meeting to order at 9:00 a.m. and asked that all present introduce themselves.

Members Reports

2. Diane Carpenter spoke to the Committee about security issues in the Downtown Hamilton B.I.A. She went on to state concerns about the following:
 - a security committee has been created by the International Village BIA to identify safety issues;
 - a petition in favour of not renewing licenses for two arcades was circulated;
 - the lighting in alleys parallel to King St. is inadequate;
 - the lighting in Gore Park should be upgraded;
 - there should be increased efforts to work closer with police, and;
 - a possible meeting to deal with above mentioned issues should be considered.
3. In subsequent discussion the following points were raised:
 - the International Village at James Street and Mary Street looks abandoned;
 - a safety audit is to be conducted by the Status of Women Sub-Committee;
 - safety issues are not only a night time problem;
 - a presentation on Urban Safety was given to the Urban Design Committee;
 - the unemployment picture may be causing some problems related to safety;
 - there are more safety problems associated with youth than unemployed;
 - problems will persist until issues are dealt with on a broad basis;
 - developers will go elsewhere if they are concerned about safety, and;
 - the safety issue should be looked at again in February.
4. Ronald Faichney stated that he would like to see a Senior's Centre in the Central Area.
5. Mary Pocius reported that 190 King Street East is now a retail store with low rise housing and that 303, 305, and 307 King Street East has received a facade loan grant.

6. A motion to approve the minutes of the meeting of January 17, 1992 was made by Russell Elman, seconded by Maggie Fischbuch. Carried.

Residential Care Facilities

7. Rosemary Foulds informed the Committee that she would circulate material on Residential Care Facilities for the February 14, 1992 meeting.

Community Development - Provincial Perspective

8. Mirko Lakoseljic gave a presentation on Community Development. He went on to state the following:
 - Hamilton has been an active participant in Ministry funded community renewal programs;
 - the new approach is to entice developers to locate in the downtown instead of peripheral areas as opposed to downtown development through large clearance of land;
 - a review was started in October 1991 to look at all existing programs (including PRIDE) because of a decline in the amount of available money;
 - the new focus suggests that applications should be structured to support long term job creation;
 - increased money for long term job creation is sometimes twice the amount;
 - programs are fairly flexible in that dollars can be shuffled to those municipalities which need to finish projects;
 - the 5% administration costs are no longer being funded as part of the grant;
 - the Ministry is considering areas which do not entail the transfer of money e.g. give advances to municipalities so they can use the interest to cover administration costs, and;
 - section 217 of the Municipal Act which gives municipalities the authority to establish Business Improvements Areas, is being re-evaluated.

Community Development - The Hamilton Perspective

9. Hazel Milsome gave a brief history of the programs in which Hamilton has participated and also outline the various steps of the PRIDE process.
10. Bill Janssen gave a summary of the process used by the Parks Staff Committee to identify deficiencies in parkland and priorities for acquisition.
11. Gil Simmons stressed the need for updated and timely neighbourhood plans prior to PRIDE funding community improvement in the area.

12. Bill Janssen explained that there are other mechanisms which can implement neighbourhood plans such as: LACAC and the Property Standards By-law.
13. Hazel Milsome suggested that the neighbourhood plan should be circulated prior to the community improvement plan.
14. Rosemary Foulds said that strategic planning can work if some distinct areas of concern are pursued. She cited her experience in Western Canada.
15. Maggie Fischbuch added that administration costs are fundamental and should be included and that using infrastructure dollars for long term job creation will not work because they are antithetical goals. She also noted that fewer dollars can go much further for long term job creation for true community development initiatives, rather than for hard services.

Information Items

16. A Sub-Committee was formed to respond to Vision 2020, including: Mary Lou Tanner, Russell Elman, Gil Simmons and Maggie Fischbuch.
17. Discussion arose regarding the Bay Street North road closure (item 7.2) and it was suggested that a public meeting be held.

Action: Mary Lou Tanner

Action Taken: A meeting was held with staff of the Regional Engineering Department who will be advising the Parks Section to request an amendment to the North End West Neighbourhood Plan.

Other Business

18. Discussion arose regarding the status of O.P.A. 66 and it was suggested that the section of the plan not under appeal be separated and enacted separately.

Action: Mary Lou Tanner

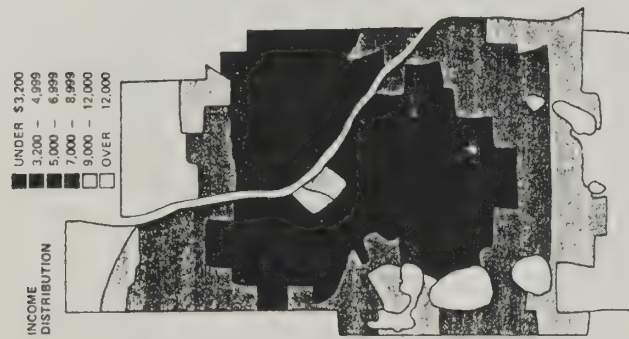
Action Taken:

- 1) An attempt has already been made in 1989 to separate the plan but H.H.C. would not agree to it.
- 2) The O.M.B. would have to approve a request to separate sections of the plan. Such a request would be dealt with at the same time as the referral by the Hamilton Harbour Commission.

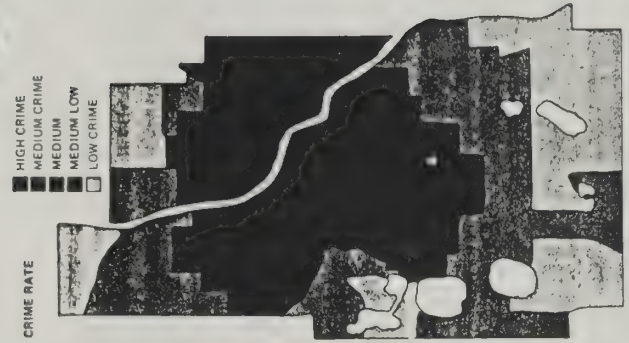
19. The meeting was adjourned at 12:30.

IV

Crime and Abandonment in Urban Residential Areas



SOURCE: "City of Minneapolis, 1972 Income Profiles," Minneapolis Planning and Development, Minneapolis, 1974.

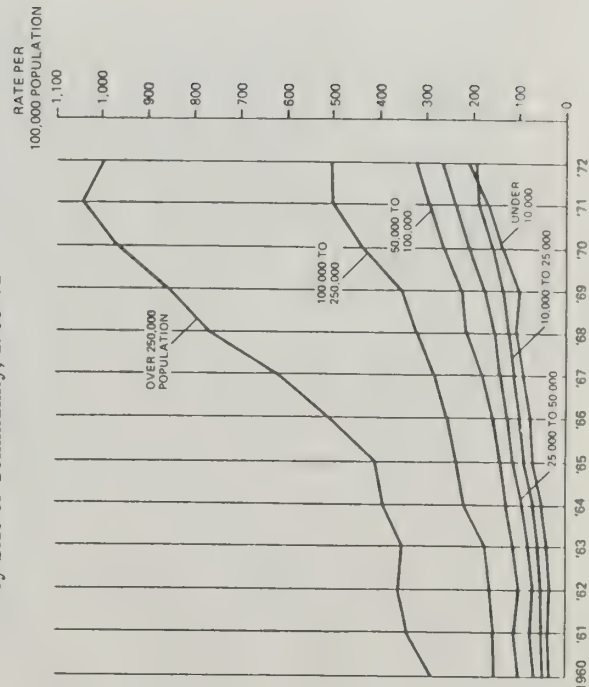


SOURCE: "Crime Statistic for Minneapolis," Memorandum prepared by the Planning and Research Division of the Minneapolis Police Department, Minneapolis, 1974.

Fig. 4.1: Distribution of income groups in Minneapolis, 1972.

Fig. 4.2: Distribution of crime rates in Minneapolis, 1972.

Table 4.1: Comparative Rise in Reported Violent Crime Rates by Size of Community, 1960-72



Parallel with the growth and concentration of its population, our nation has been experiencing a rapid rise in its crime rate. The number of serious crimes rose from 4.5 million to 10 million between 1964 and 1974, even allowing for the nation's growth in population, the rate of serious crimes is 91 per cent higher today than a decade ago.¹

Just as our nation's population has been concentrating in larger urban areas so has its crime. In 1960 cities of over 250,000 population experienced crime rates 50 per cent higher than cities with smaller populations. Even though crime rates increased in both small and large cities, by 1972 cities of over 250,000 population had crime rates 100 per cent higher than smaller cities (see Table 4.1).

Within cities, the distribution of the crime rate closely follows the distribution of income groups. In the maps of Minneapolis illustrated in Figures 4.1 and 4.2, the crime rate suffered by different precincts increases with the decrease in the income of the population. This pattern holds for all areas of the city except the central business district. The crime rate in the central business district is as high as it is in

lowest-income areas elsewhere in the city, but most of the crime in this area is committed against commercial property and entertainment establishments.

Increasingly over the last ten years, crime throughout the nation has been shifting from commercial to residential areas. The *FBI Uniform Crime Reports, 1973*, showed that 61.9 per cent of all burglaries took place in residential areas.² The reports also showed that robberies committed in residential areas accounted for 29 per cent of all robberies taking place in buildings; this included banks, chain stores, commercial houses, and service stations (Table 4.2).

More disconcerting is the rate of increase of crimes taking place in residential areas as compared with crimes in nonresidential areas. FBI statistics show that residential robbery increased by 105 per cent between 1967 and 1972, while the over-all robbery rate increased by 85 per cent.⁴ Similarly, during the same period, residential burglary increased by 73 per cent while over-all nonresidential burglary increased by only 46 per cent.

In the six years between 1967 and 1972 there was an increase of over 25 per cent of the population who said they were afraid to walk alone at night (Table 4.3). Not surprisingly, the most rapid increase occurred not in the largest or smallest communities, but in average-sized cities between 2,500 and 500,000 in population.

Initially, the fear of crime kept many people from the use of unsafe commercial and entertainment areas, but recently it has also kept them from the use of the public streets outside their homes and, in high-rise

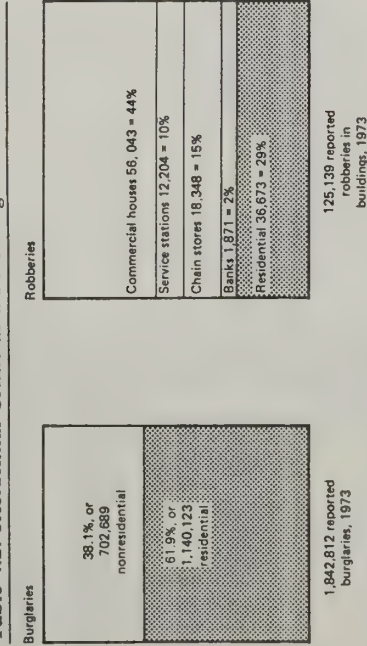
buildings, from the use of the interior circulation areas of their own building. There is no doubt that self-imposed restrictions can lower crime rates, but it is at the cost of our withdrawal from social and communal life, from the use of commercial and recreational areas, and from the attendance of cultural activities that require community-wide support for their continued survival.

In an effort to deal with the nation's crime problems, municipal police forces have been increased in size from 340,000 men in 1967 to 445,000 men in 1974, at an increase in cost from \$3 billion to \$8.6 billion.⁵ But police manpower deployment and effectiveness studies conducted in Kansas City, revealed that the doubling of manpower for patrolling in residential areas had no measurable effect on the reduction of crime.⁶

In a recently completed study of residential crime in the Boston area, Thomas R. Repetto concluded the following:

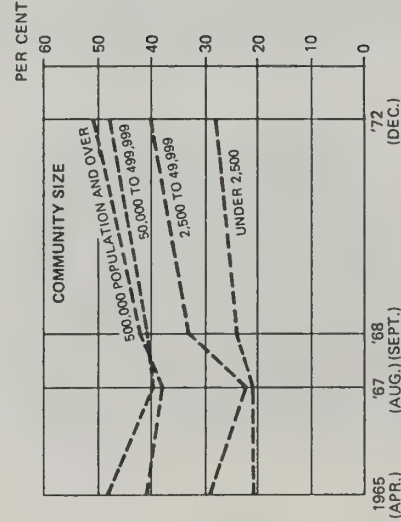
Although police are commonly thought of as the first line of defense against crime, their actual effectiveness against residential crimes seems extremely doubtful. Of approximately 2,000 police reports on burglaries analyzed for this study, less than one percent of the crimes were discovered in progress by patrolling police. An additional six percent were discovered while still in progress by citizens who summoned the police, and the remaining 93 percent of the crimes were not discovered until

Table 4.2: Residential Crime as a Percentage of Total Crime



SOURCE: *FBI Uniform Crime Reports, 1973*. Totals represent reported crime from 4,343 agencies representing a population of 128,611,000.³

Table 4.3: Increase in Persons Afraid to Walk Alone at Night, by Size of Community, 1965-72



SOURCE: *Chart 2121, Ch. 2, Social Indicators, 1973* U. S. Government Printing Office, Washington, D.C. 1973.

sometime after they were committed. Only four percent of the cases surveyed resulted in arrests, of which approximately half took place at the scene of the crime, and the other half through detective follow-up investigation.⁷

An examination of the most recent crime reports indicate a decline in the crime rate after some ten years of rising crime. Before becoming too exultant, we must consider the possibility that the reduction in crime is not necessarily the consequence of improved law enforcement, but may be the result of the restrictions we ourselves have placed upon our own activities. Humans are immensely adaptable creatures; if people are afraid of being victimized, they will stop engaging in activities and in the use of areas they know to be dangerous.

The Crime Resistive Capacities of Middle-Income Communities

By the nature of their taxing powers, most municipalities rely heavily on their own revenue sources for the public services they provide — from schools to police protection. Federal and state grants-in-aid, although often distributed on a per capita basis, are not always provided where they are most needed. The lower the average income of a city's residents, the more needy that community is for funds to provide its residents with welfare services and police protection — but the less able it is to generate these funds from its own resources. As a consequence, municipalities composed only of middle- and upper-income residents have clear advantages in providing their residents with secure living environments: they have a strong tax base from which to finance municipal services and to hire police and are less likely to generate criminal activity from within their own boundaries. Middle-class youth have many more options open to them for recreation activity and for legally acceptable peer-group initiation. They also have their monetary needs satisfied by allowances from their parents or by acceptable forms of income-earning activity. Middle- and upper-income families also tend to have fewer children and normally have both a male and female head in each family. Residents of middle-income communities also have strongly expressed desires for the maintenance of safe, crime-free neighborhoods. They have a more universally shared set of expectations about what constitutes acceptable behavior in public streets and parks and are adamant about seeing to it that these rules are kept and, in their breach, demand, receive, and support police intervention.

By contrast, communities composed of a high percentage of low-income residents experience a compounding of problems and deficiencies which produce the opposite effect. Although a majority of residents in low-income communities may hold an attitude toward crime

and criminals which is similar to that held by residents in middle-income communities, it is not one shared by all residents, particularly when their children come into conflict with city police. Among low-income populations, particularly those of racial minorities, there is some condoning of criminal activity: police are not commonly viewed by low-income residents as agents who are acting in their interests. There is not always support for police presence even when police have been called there by one of the local residents.

In the early 1960s municipalities which were unconcerned with what they read as a small decline in their middle-income populations were surprised to see how quickly the combination of increasing crime and a declining tax base mushroomed into a crisis which sent wave after wave of middle-income residents scurrying to the suburbs. Some municipalities experienced a turnover in their populations within five years that no urban renewal program could redress in twenty. The circumstances in St. Louis, Detroit, Newark, Cleveland, and Washington bear witness to the uniformity of the malaise and the inevitability of the results. Municipalities which were not able to maintain a majority of middle-income residents entered into a declining spiral in which their initial descent only served to accelerate their further fall. In such circumstances it was not uncommon for middle-income residents to become critical actors in a self-fulfilling prophecy: their fears as to what would happen to their property values if they did not leave their neighborhoods quickly were realized — partly as a result of their own attitudes and hurried departures.

In the 1960s and early 1970s one could actually see the change in population taking place on a month-by-month, block-by-block basis. Once the pattern of change was perceived, further increases in crime only served to confirm community suspicion, and the subsequent momentum of middle-class flight could no longer be stemmed. The replacement of a middle-income population with low-income residents living in subdivided houses further increased crime rates and the final pattern of community deterioration took effect. Middle-class flight serves to increase crime rate in urban areas in five ways: (1) it replaces a middle-income population with a lower-income population which is both more vulnerable to crime and has a youth with a greater proclivity toward engaging in criminal activities; (2) it leaves a lower-income population to live in subdivided houses with many families sharing a common entry to a building — a design which makes occupants more vulnerable; (3) it results in a higher density occupancy; (4) it lowers the urban tax base and the funds available for police services; and (5) it removes a population with a low tolerance for crime, a strong demand for police presence, and a support of police activities which deter crime.

Case Study: The Decline of the City of St. Louis

Although there are local conditions and pressures which have given the pattern of abandonment in St. Louis its particular form, it is not too different there from what is being experienced by many other cities, like Newark, Detroit, Cleveland, and Washington and in boroughs of larger cities like Chicago and New York. From the early 1950s, when St. Louis attained a maximum population of 880,000, the region began to experience population shifts and changes which drastically altered the character of the central city.

Between 1960 and 1970 the metropolitan region of St. Louis showed a net increase in population of 12 per cent, but this increase was solely due to a 29 per cent increase in the population of the suburban areas. During this same period, the population of the city itself declined by 17 per cent. These population shifts were the result of a massive migration of whites from the city to the suburbs, while the city itself began to become occupied by a high percentage of low-income black families. Between 1960 and 1970 the black percentage of the city's population rose from 29 per cent to 41 per cent; it increased only from 6 per cent to 7 per cent in the rest of the metropolitan area. In 1959 the median income of city residents was 79 per cent of the median income of the entire metropolitan area; by 1969 it had decreased to 68 per cent. The proportion of relatively high-income families declined sharply: In 1959, 11 per cent of families in the city had incomes double the city's median family income, but by 1969 only 4 per cent had such incomes. The proportion of relatively low-income families rose in a parallel fashion. In 1959, 16 per cent of families in the city had incomes below half the city's median family income, but by 1969, 21 per cent had such incomes.⁸

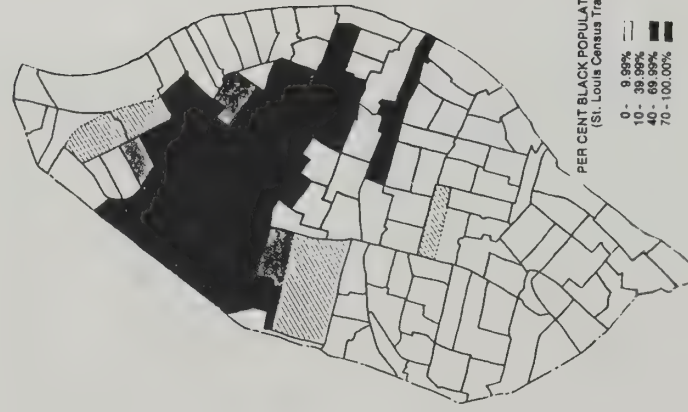
Demographic change did not occur uniformly over the entire city but was concentrated in particular areas (Figures 4.3 and 4.4). The northern half of the city, and in particular the northern half of the central east-west corridor, became populated almost exclusively by black families, while the southern half remained predominantly white. The black-populated half of the city was characterized by lower-income families, greater levels of multifamily, unsound, and dilapidated housing, lower levels of owner-occupied housing, higher vacancy rates, and higher numbers of tax-delinquent properties.⁹

The poor black families who came to St. Louis during the migrations from the South following World War II inherited the dilapidated housing of areas in and around the central business district. The massive urban renewal clearance of the downtown areas in the mid-1950s displaced the black population and forced them to relocate to other

parts of the city. The large, high-rise public housing projects, like Pruitt-Igoe, which were built to house these families became crime-ridden and difficult to manage, and the population from the projects began to move into adjacent residential areas composed of single-family housing which had been subdivided. Real estate speculators took advantage of the situation by preying on the fears of white homeowners and the ignorance of black home buyers and renters. They used "blockbusting," panic-sales techniques, and the general deflation of property values to change neighborhoods to their advantage.

As the process continued, a growing number of black families who had purchased homes under contract with the speculators found them-

Figs. 4.3 and 4.4: These detail the racial component of the demographic change that has occurred in St. Louis between 1960 and 1970. Those census tracts that exhibit the greatest decline of white population during this period closely correlate to the census tracts having the highest vacancy rates.



SOURCE: U. S. Bureau of the Census, *Census of Population and Housing: 1960 & 1970*, Census Tracts, St. Louis, Mo., - III, Standard metropolitan statistical area.

SOURCE: U. S. Bureau of the Census, *Census of Population and Housing: 1970*, Census Tracts, St. Louis, Mo., - III, Standard metropolitan statistical area.



Fig. 4.5: A single remaining abandoned house, standing on what was recently a stable residential street in St. Louis.

selves unable to meet the taxes, the inflated debt structure, and the maintenance costs of homeownership. By the nature of their contract, the houses then fell back into the receivership of unscrupulous realtors. In time, the houses were broken up into multifamily apartment buildings. Although the rent per apartment was comparatively low, the total rent received for an entire house was large. With a minimum of maintenance, the realtor was able to recoup the investment of his original purchase several times over within a ten year period.

As this speculative process continued into the late 1960s and early 1970s, large numbers of white families left the city completely for the new suburban housing created by other federal housing programs. The result was a large increase in vacancies in the central city. Between 1960 and 1970 the vacancy rate in the city rose from 5.4 per cent to 12.3 per cent. The consumer price index in St. Louis rose 31 per cent between 1960 and 1970, while the rent index increased by only 10 per cent. With supply exceeding demand, the landlords of moderate-income housing were unable to match rents with rising taxes and maintenance costs. Those landlords who had initially made large profits from the conversion of single-family houses to multifamily units now found themselves caught in a financial bind. Increased maintenance costs, higher real estate taxes, and less rental income threatened their investments, and so they began to neglect their properties. As conditions

became intolerable, tenant turnovers increased and apartments were subdivided into rooms for transients, to be rented by the day and week. After a year or two, the owners abandoned their properties completely, and the structures, left to vandals and arsonists, quickly became hazards to the safety, health, and stability of the surrounding area.

In response, the city of St. Louis developed a policy of demolishing vacated buildings. A drive through some neighborhoods of the city today reveals block after block of cleared property, with only one or two houses left standing like remnants of rotten teeth in a decayed mouth (Figure 4.5). No more than five years ago, houses on these streets were occupied by single families and sold for over \$25,000.

During the period when the nation's crime was increasing by 144 per cent, crime in St. Louis was increasing by 240 per cent.¹⁰ In an analysis by the St. Louis City Plan Commission, the 1970 index crime rate of St. Louis was compared to an average rate for twenty other cities. The total crime index for St. Louis exceeded the average for the twenty cities by nearly 35 per cent. In every category of comparison but one, the St. Louis crime rate exceeded that of other cities (Table 4.4).

Even when compared to its own metropolitan area, the city fared poorly. While the city was experiencing a crime rate of 74 per 1,000 population, its surrounding metropolitan area was experiencing a rate 71 per cent lower: 27 per 1,000 population.¹¹

Table 4.4: Index Crime Rate per 1,000 Population, (1970)

	Average for Twenty Cities ^a Compared to St. Louis		
	Average 20 cities	St. Louis	Per cent difference
Total index crime rate	55.30	74.05	+34
Crimes against persons	9.50	15.07	+59
Murder	.25	.43	+72
Rape	.49	.88	+80
Robbery	5.34	8.54	+60
Aggravated assault	3.48	5.20	+49
Crimes against property	45.82	58.82	+28
Burglary	19.81	30.66	+55
Larceny over \$50	13.63	7.31	-46
Auto theft	12.37	21.01	+70

SOURCE: St. Louis City Plan Commission, *St. Louis Redevelopment Program*, (St. Louis, Mo., June, 1973), p. 52.
^a500,000 to 1,000,000 population

The change in the characteristics of the city's population, the decision by banks located within the city to invest in property and opportunities outside the city limits, and the inability of the city of St. Louis to attract new, young, middle-income families combined to reduce the attractiveness of the city for businesses, new and old. In the past twenty years St. Louis has seen the dramatic exodus of its existing commercial establishments. The loss of businesses and retail sales as well as personal incomes produced a significant shrinkage in the city's tax base. With diminished taxes the city found itself increasingly unable to keep up those services and amenities—schools, parks, police, fire protection, street cleaning—that would continue to make it attractive to the remaining residents and businesses. Once the city had entered into a spiral of decline, the pace quickened. Erosion in one area contributed to erosion in another. Where, at the beginning of the spiral of decline, it might have been possible for the city government and its financial institutions to embark upon a course of action that would have stabilized certain areas and arrested the blight, once the pace and extent of the decline increased, the amount of investment required to stem the change was too great for the resources available. All that anyone could do was sit back and watch.

Crime and Abandonment in Public and Moderate-Income Housing

The pattern of crime and abandonment in the nation's public and moderate-income housing follows a somewhat similar pattern to that experienced by residential communities composed of single-family houses. While the original occupants of public housing included only a small percentage of one-parent welfare families, over the years the percentage of these families increased so that they now form the majority. The deleterious effect of the high percentage of one-parent welfare families is aggravated by the large size of many public housing developments and aggravated still further by the fact that many of these developments are constructed of buildings with a large number of families sharing a common entry. Many of these large public housing projects have vacancy rates of 25 per cent and more: Cabrini Green in Chicago, Columbus Homes and Stella Wright in Newark, the Plaza in San Francisco, Raymond Rosen and Schuylkill Falls in Philadelphia, Columbus Point in Boston, and Kerr Village in Oklahoma City are just a few of the projects which have experienced high vacancy rates in recent years. The 2,740-unit Pruitt-Igoe project, built in St. Louis in 1957, became a symbol of the malaise. By 1974 it was completely abandoned and was torn down in 1976 (Figure 4.6).



Fig. 4.6: The 2,740-unit Pruitt-Igoe public housing project in St. Louis in the process of being torn down.

One effect of these changes was that young middle-income families in the region no longer considered the option of purchasing a house within the city limits of St. Louis; they preferred the safer investment in the suburbs. The decline in newly formed households was further reinforced by the "redlining" practices of many of the banks, according to a RAND survey. "Redlining" is the term used to describe the decision of the mortgage division of a bank to declare a particular neighborhood as no longer safe for investment and to refuse to make mortgage money available for the purchase of homes within it. By adopting a collective redlining policy, banks further served the self-fulfilling prophecy of neighborhood decline. Where a bank's evaluation of the soundness of a community may be cautious, once a collective decision is made by a group of banks to redline a community, the decision itself can become the critical factor in determining the community's future. When residents of redlined communities endeavor to sell their homes, they find that prospective buyers cannot get mortgage money. The market value of their homes thus declines rapidly and residents become very vulnerable to the wheelings and dealings of blockbusters.

Although nothing equivalent to the failure of our nation's large public housing projects can be found in moderate-income housing developments, the problems they face are equally serious. In a 1975 survey of developments by the office of the Assistant Secretary of HUD for Housing Management, it was found that two hundred fifty developments throughout the country faced foreclosure in the next two years. Although many of their problems stem from underfinancing and mismanagement, much of their high vacancy rates can be initially attributed to high crime and vandalism rates. Foreclosure of these projects will mean that the federal government will come into receivership of over \$500 million in abandoned housing.

Once the process of deterioration and abandonment has gotten underway, it is almost impossible to reverse. New moderate-income families cannot be enticed to move into these developments to fill the vacancies and the higher-income families already in residence wait only for an opportunity to move out. Vacant units are vandalized to a point where they cannot be rehabilitated easily, and criminals, vagrants, and drug addicts use these vacant units as bases of operation.

In cities like Seattle, Newark, and San Francisco, where moderate-income developments suffering high crime and vacancy rates are located adjacent to public housing, the managements of the moderate-income housing blame many of their problems and failures on this proximity. Adjacent residential communities composed of privately owned, single-family houses suffer similar problems.

An understanding of the factors which contribute to the creation of high crime rates in low- and moderate-income housing developments is helpful not only for devising remedies to solve their problems, but also for developing strategies for stabilizing neighboring communities composed of single-family housing.

Table 4.5 represents the results of an analysis of the influence of different social and physical factors on the crime rates in low- and moderate-income projects operated by the New York City Housing Authority. This analytical technique, called "stepwise regression analysis," is employed when many different factors interact to produce a particular effect (e.g., a rise in crime rates). The technique isolates those factors which contribute to the effect most strongly and independently of other factors. In Table 4.5 the percentage of population receiving welfare is shown to be the most important factor, followed by building height (or the number of families sharing the entry to a building).

Those social variables which correlated most highly with different types of crime are also very highly correlated with each other. They include the percentage of resident population receiving welfare (ex-

cluding the elderly), the percentage of one-parent families receiving welfare through AFDC (AFDC families are normally one parent households), and the per capita disposable income of the project's residents.

Interviews with residents, management, and police suggested the following explanation for the correlations of these social factors and crime rates: that a one-parent household headed by a female is more vulnerable to criminal attack; that families with only one adult present are less able to control their teen-age children; that young teen-age AFDC mothers are often victimized by their boy friends; that the criminal activity of the poor is tolerated, if not condoned, among the poor; that the poor, and particularly the poor of racial minorities, are unable to demand much in the way of police protection; and that the commission of crime against residents in ghetto areas requires minimal skill and risk.

The physical factors which correlate most strongly with crime rates are, in order of importance: the height of the buildings which, in turn,

Table 4.5: Crime Rates as Explained by Social and Physical Variables

Social and physical variables	Correlations with dependent variables			
	Indoor felony rate	Indoor robbery rate	Robbery rate	Felony rate
Percentage of population receiving welfare	(1) ^a .51	(1) .46	(1) .47	(1) .54
Building height (number of units per entry)	(2) .36	(2) .36	(2) .36	(5) .22
Project size (number of apartments)	(3) .27	(3) .26	(3) .25	(3) .22
Percentage of families with female head on AFDC	(4) .44	(4) .41	(5) .36	
Number of publicly assisted projects in area	(5) .25	(5) .26	(4) .33	
Felony rate of surrounding community				(2) .41
Per capita disposable income				(4) .49
Multiplier	.68	.66	.66	.67

SOURCE: N.Y.C. Housing Authority police data for 1967: 87 housing projects. .01 level of significance at $\pm .27$, .05 level of significance at $\pm .21$.¹²
^a Numbers of brackets indicate rank order of correlation in creating stepwise multiple regressions.

correlates highly with the number of apartments sharing the entry to a building; the size of the housing project "or the total number of dwelling units in the project"; and the number of other publicly assisted housing projects in the area.

The above analysis suggests that there are two classes of *physical* factors that contribute to crime rates: those such as "project size" and the "number of publicly assisted projects in the area" which reinforce social weakness and pathology; and those such as "building height" and "number of units per entry" which facilitate the control of the environment by its inhabitants. The first class of physical factors may also be considered as another class of social variable: for instance, if certain social characteristics such as the percentage of AFDC families correlate highly with crime rate, then we can anticipate that a large number of such families gathered together in one area may aggravate the crime problems still further and increase the crime rate per capita. The significance of this is not simply that the presence of more potential criminals creates proportionally more crime, but also that a concentration of potential criminals actually increases the rate of crime. Thus large low-income projects or low-income projects surrounded by other low-income projects suffer a higher crime rate than small or isolated projects even when the percentage of AFDC families remains the same in all projects.

A frequent complaint of residents of communities surrounding large public housing projects is that the teen-age criminals living in the projects make use of the large, anonymous environment of the housing project as a place to run back to and hide in. For example, there is a particularly notorious project in Jersey City which is located adjacent to U. S. Highway 1 entering New York City. A traffic light at an intersection which borders the project forces truckers to stop there on their way into New York. Teen-age project residents have developed a pattern of hijacking trucks at the stoplight, throwing the driver out, and then driving the truck into the project. The truck is then emptied in a matter of minutes and the loot hidden in vacant apartments.

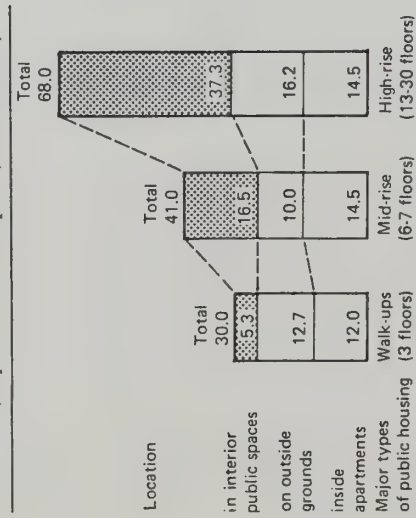
The relationship between the socioeconomic characteristics of residents and a project's crime rate had long been suspected. The most fascinating new information to come out of our analysis, therefore, was that of the influence of building height and number of units per entry in predicting crime rate. Regardless of the social characteristics of inhabitants, the physical form of housing was shown to play an important role in reducing crime and in assisting residents in controlling behavior in their housing environments. The smaller the number of families sharing a residential environment (whether a portion of a project's grounds or the access and circulation areas within a multifamily building), the

stronger will be each family's feelings of possession and, ultimately, of responsibility and control. This explains why in a three-story walk-up building occupied by only six families, the two families sharing a landing will maintain the hallway outside their apartment doors. It also explains why play equipment located in a defined area designated for the use of a small number of families is both more frequently used and better maintained.

In addition to the fact that buildings with a larger number of families sharing an entry experience higher crime rates than those with few families per entry, they are also vulnerable to additional types of criminal activity. Most of the crime experienced by residents of single-family buildings is burglary, committed when members of the family are either away from home or asleep. By contrast, the residents of large, multifamily dwellings experience both burglaries and robberies (muggings). The higher crime rate experienced by residents in large multifamily dwellings is mostly attributable to the occurrence of robberies (Table 4.6) in the interior common-circulation areas of multifamily buildings: lobbies, hallways, stairs, and elevators. These are also the areas where criminals wait to approach their victims and force them into apartments for the purpose of robbing them.

Of a total of 8,611 felonies reported in all New York City Housing Authority projects in 1969 (excluding intrahousehold incidents), 3,786, or 44 per cent, were committed in the interior public areas of buildings.

Table 4.6: The Location of Housing Crime in Relation to Building Height (Reported Felonies per 1,000 Families)



SOURCE: N.Y.C. Housing Authority data 1967; N = 87.¹³

Of the crimes committed in interior public areas, 3,165, or 84 per cent, were robberies. The breakdown by location of the felonies taking place in interior public areas was: elevators, 41 per cent; hallways, 22 per cent; lobbies, 18 per cent; stairways, 9 per cent; roof landings, 2 per cent; and other, 8 per cent.

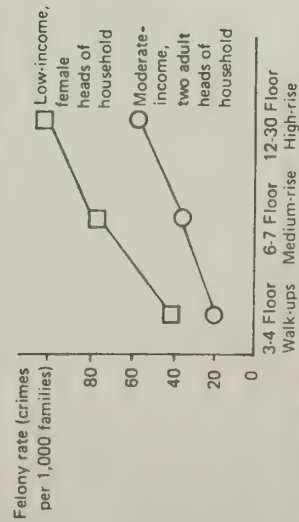
Interaction of Social and Physical Factors

Although the socioeconomic characteristics of the resident population exert stronger influences on crime rate, the physical characteristics of the buildings and project can counteract the social. The physical form of residential environments can ameliorate the effect of many of the problems created by the concentration of low-income one-parent families with teen-age children.

The more complex and anonymous the housing environment, the more difficult it is for a code of behavior following societal norms to become established among residents. It is even difficult for moderate-income families with two adult heads of households to cope with crime and vandalism problems in poorly designed environments, but when poor and broken families are grouped together in such a setting, the results are nothing short of disastrous. The public housing projects now experiencing the highest vacancy rates are those which consist of the worst mixture of social and physical attributes.

Table 4.7 compares the vulnerability to crime of low-income one-parent families in different building types with the experience of moderate-income two-parent families living in the same building types. It shows that low-income one-parent families are more vulnerable to

Table 4.7: Variations in Crime Rate as Affected by Different Combinations of Socioeconomic Groups and Building Types



SOURCE: N.Y.C. Housing Authority data, 1969; N = 87 projects, significance at .01 level.

poor building design than moderate-income two-parent families. Although two-parent moderate-income families suffer higher crime rates in high-rise buildings than they do in walk-ups, the crime rate does not increase as dramatically with building height as it does for low-income families. Moderate-income two-parent families living in twelve- to thirty-story buildings experience a lower crime rate than low-income one-parent families living in six- and seven-story buildings.

Further results of our Institute's path analysis in *Factors Affecting Crime and Instability* in moderate-income communities (referred to earlier at the conclusion of Chapter III) show that building size has important causal effects on fear of crime (.38) and on community instability (.39), independent of socioeconomic, managerial, ownership, police, and guard service factors. Community instability is measured by apartment turnover and vacancy rates and by residents' desire to move. However, as in the New York City Public Housing study mentioned earlier in this chapter, the findings from our current study of moderate-income developments show that the socioeconomic characteristics of residents also have strong causal effects on fear, instability, and crime. Independent of other factors, the socioeconomic characteristics of residents have a total causal effect on fear of crime of .59; on community instability of .51; and on crimes against persons of .32. These findings can be interpreted as follows: a unit increase in the per cent of AFDC families living in a development will produce .59 of a unit increase in fear of crime and so on.

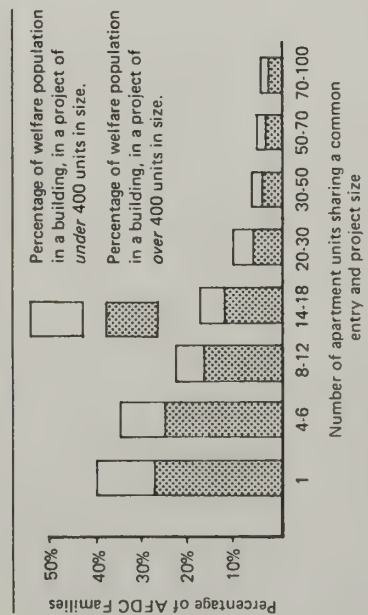
The data from the above analysis can be summarized in still another way by looking at the results of the regression analysis. The R^2 is a sign used to represent the percent of variance in one factor that is predicted by all other factors acting together. The effects of building size, socioeconomic characteristics of residents, management performance, form of ownership, and police and guard service together produce: an $R^2 = .69$ for fear ($p < .001$); an $R^2 = .67$ for community instability ($p < .001$); and an $R^2 = .39$ for crimes against persons ($p < .05$). Another way of stating these findings is that the combination of these factors predict 69 per cent of the variation in fear, for instance. But more important still, of all the factors in the predictive model, it is the socioeconomic characteristics of residents and building size which together predict most of the variation in fear, instability, and crime.

The Effects of Building Type on the Mix of Low- and Middle-Income Families

If a housing agency desires to mix low-income one-parent families in a stable mix with middle-income two-parent families, the percentage

of one-parent families that can be included will be influenced by the building type employed. From the findings referred to above one would postulate that the lower the building height the larger the percentage of low-income families one could integrate into a middle-income milieu without causing crime problems and middle-income flight. One low-income one-parent family is normally easily accommodated in a middle-income walk-up building designed with only six families sharing an entry. With this degree of mix, it is comparatively easy for the five middle-income two-parent families to set the standards of acceptable behavior in the public areas of the building and the grounds around it and to exert social pressures to see that these standards are kept. By comparison, in a high-rise building designed with seventy-two families sharing an entry, the presence of twelve low-income one-parent families—the same percentage as that in the walk-up discussed above—is more than enough to produce high crime and vandalism rates and prompt the exodus of the middle-income two-parent families. The immediate effect of the departure of the middle-income families will be a high vacancy rate, which most building owners will resolve by filling the vacant apartments with additional welfare residents. With such policies, a previously stable, middle-income building or development can become fully occupied by welfare residents in as little as two to three years. With the building's life expectancy reduced, the owner will then become resigned to a quick write-off of his building and will provide it with minimal maintenance.

Table 4.8: Percentage of AFDC Families in Stable Mix, as Affected by the Number of Units Sharing a Common Entry and the Size of the Project.^a



^a Hypothetical representation based on the experience of housing managers of moderate-income housing containing a percentage of AFDC families.

Table 4.8 is a hypothetical representation of the contravening effect of two physical factors on the percentage of low-income one-parent families that can be housed in a stable mix with two-parent moderate-income residents. It shows that the percentage of AFDC families that can be housed in a stable mix with two-parent working families increases as the number of units sharing an entry decreases. The positive, ameliorating effect of units per entry is in turn diminished by the effects of the size of the development housing AFDC families. For example, in a housing development of fewer than four hundred units, 25 per cent of the families in buildings with ten families sharing an entry can be AFDC families. If the same buildings were used in a housing development greater than four hundred units in size, the percentage of AFDC families that could be housed in these buildings decreases to 20 per cent.

Other Factors Affecting Crime and Stability in Housing Developments

There are other factors which also influence both the stability of a housing development and the crime rates suffered by residents: the degree of shared values and life-styles among contiguous residents; the suitability of the environment type to resident type; the policies of management; and the quality of municipal services.

The upper limit on the number of families who can be grouped into a shared environment while maintaining stability is determined in part by the degree to which these families share a common life-style and values directed at maintaining property and controlling crime. If residents feel that they live among neighbors who do not share their concern for the maintenance of the interior communal areas of a building and its grounds or do not share a common desire to protect the housing development from criminal intrusion or vandalism, then the defensibility of the collective environment will be undermined.

The emergence of proprietary attitudes and control measures among residents requires that an environment be perceived by its residents as a desirable place to live. If residents feel that the reputation of their home environment has declined or that there is a new stigma associated with living there, they will withdraw their commitments and search for opportunities to leave. They will also stop exhibiting territorial involvement either in the control or maintenance of the environment outside their homes.

Such stigma and corresponding withdrawal may arise from either a social or physical change in their environment. Examples of physical change include a reduction in the quality of maintenance; deterioration

one indicative of the other perceptually.

of communal amenities; or boarded-up apartment units indicating vacancies and vandalism. Examples of social change include the influx of new residents pursuing a different life-style or from a different age group (for example, the influx of families with children into a previously all-elderly building); the influx of a large number of low-income residents into a middle-income development which will reduce social interaction between neighbors and reduce the desire to control and maintain the nonprivate areas of the communal environment; an influx of a large number of new residents of a different racial origin or ethnic background (for example, an influx of black families, even of a similar income group, life-style, and sharing the same values, may still result in alienation and withdrawal).

Management Policies and Municipal Services

Just as conflict in values and life-styles among residents can influence the desirability and stability of a community, so can the attitudes and performance of the housing agencies whose function it is to preserve the stability of the residential development. It is important that residents feel that management has a long-term commitment to their community, and that the maintenance staff and police are responsive to their calls for assistance. This is particularly important in the case of buildings that are shared by a large number of families. If the adult residents of a building do not occupy their homes more than fifty per cent of the time (in the case of working adults) or there is a conflict in values among residents, then control of the common areas within or outside the building will have to be maintained by a management agent acting in the interest of the residents. Such an agent will control access to common areas and type of activities permitted.

If management has a clearly stated set of rules regarding tenant involvement in maintenance and security and if management enforces these rules and penalizes residents for infractions, then residents are more likely to feel their environment is stable.¹⁴ Similarly, management's policy and effectiveness in evicting residents who have been identified as vandals and criminals will improve the remaining residents' sense of security and stability. A management policy of screening new residents can also affect the stability of a development in three ways: first, by the influx of serious problem families; second, by maintaining an agreed to mix of economic and racial groups; and finally, by giving residents a sense of management's long-term commitment to its investment and their home environments.

The quality of building maintenance also contributes to stability and to a reduction of vandalism by giving residents a sense that their

development is being cared for. The better the quality of maintenance, the more residents are themselves likely to engage in cleaning and maintenance activities. Quality of maintenance in this case refers to frequent garbage collection, sweeping, removal of graffiti, quick replacement of broken windows and lights, lawn care, and responsiveness to the requests and complaints of residents. Similarly, where security personnel and police are responsive to and share residents' concern for crime prevention and protection, residents will feel more confident about involving themselves in security problems and in asserting their rights and control of public areas.

The Safe City

Municipal Strategies for Preventing Public Violence Against Women



Introduction

Toronto is a relatively safe place to live. Yet many women who live in Toronto feel unsafe. We need a renewed municipal approach to deal with public violence against women.

The City of Toronto belongs to all its female residents, including those who feel most vulnerable. All too often, the public response to crime has been to require the vulnerable to curtail their right to participate. Women are warned not to go out at night or to have their husbands, fathers or boyfriends accompany them. Clearly, public safety is an equality issue.

We have chosen to focus on public violence because it is the area over which City government has the most obvious jurisdiction. As one-third to one-half of rapes occur in urban public space we have a responsibility to ensure the public's safety. Violence against women must be recognized and responded to as a community concern, not just a problem for the victim or the police. We acknowledge that much violence against women occurs in private spaces. It is our hope that addressing public violence will also have an effect on private violence.

Public violence against women not only refers to those acts which may end up in the police statistics, including murder, sexual assault, robbery, etc. It also refers to subtle acts of violence which are much more difficult to monitor and prevent, such as sexual and racial harassment. While the hidden violence may appear to be less harmful than sexual assault, in the end such insidious violence may cause the greatest long term harm to the greatest number of women.

The community has an obvious stake in preventing all forms of public violence. While the strategies put forward here focus on

women, the benefits from their implementation will accrue to the general community, particularly those who feel most vulnerable to public violence including seniors, children and the disabled.

We believe that violence against women is part of a continuum of sexist power relationships which define our roles in the home, the workplace, and society in general. Inequality, poverty, and alienation spawn further violence and make women more fearful for their physical safety, which in turn causes them to limit their right to participate fully in City life.

At the municipal level, what can we do about violence against women? We need municipal policies to guide action in:

1. preventing current acts of public violence against women, and
2. addressing the long term causes of violence.

The strategies presented here deal with the relatively short term actions we can take to address public violence. The larger and more complex issue of addressing the long term causes of violence requires a very broad approach by all levels of government.

Many of the ideas put forward here have been discussed previously. The 1984 Report of the Metro Toronto Task Force on Public Violence Against Women and Children made numerous excellent recommendations. Over four years later, in spite of the efforts of the Metro Action Committee on Public Violence Against Women and Children along with Women Plan Toronto and many other groups, many of these recommendations have yet to be implemented. The time for action is long overdue.

Defining the Problem: Real and Perceived Risks

The police statistics tell us that Toronto the Good is a relatively peaceful, law-abiding city. In comparison with other North American urban areas, Metro Toronto has the lowest rate of violent crime. The majority of crime is directed against property, not people.

Unfortunately, the police statistics do not tell us everything. Victims of sexual assault rarely report their victimization to the police, partly due to the poor treatment they receive at the hands of the criminal justice system.

In 1982, the Canadian Urban Victimization Survey (Solicitor General of Canada) (1) interviewed 61,000 people over 16 years of age in seven major urban centres. Nine thousand, five hundred and sixty-three of these interviews were conducted in Metro Toronto. This survey represented the first large scale alternative to police statistics.

The Victimization Survey is noteworthy for what it reveals about women's perception of their personal safety. The survey found that women express greater fear for their personal safety than men but experience less violent crime. As a measure of the fear of crime, people were asked how safe they felt walking alone in their own neighbourhood. Only five percent responded that they felt unsafe during the day. After dark this figure leapt to 40 percent. Men feel much safer than do

women; 56 percent of women felt unsafe after dark while only 18 percent of men expressed the same concern. Among women who had been previous victims of sexual assault, 72 percent felt unsafe. Obviously, many women feel very vulnerable after dark.

The perception of personal vulnerability leads to fear for personal safety. For women who feel vulnerable, the risk of being a victim of crime may not be unduly high but the consequences of crime are potentially devastating.

The Victimization Survey also found that women attend evening activities outside the home less frequently than men. American research has found that women's fears lead to restrictions not only on discretionary activities but mandatory ones such as shopping for food and doing the laundry (2).

Staying at home to avoid risky situations is not the most desirable approach to crime prevention. Withdrawal weakens ties with others which may help to prevent crime, reduce fear, and offer support in the event of an assault. Instead of making women feel safer, staying at home may enhance their fears.

The quality of women's lives is seriously impaired by restricting their full participation in society. Staying behind locked doors denies equality.

Preventing Current Acts of Violence

Preventing current acts of public violence calls for a variety of approaches. Approaches that modify physical and social environments, not just personal behaviour. Approaches that go beyond victimization prevention to real crime prevention.

Women should be as involved as possible in the planning of crime prevention. We are striving to achieve solutions based on enhanced community, not fortified privacy.

Our basic premise is that *the participatory city is a safer city.*

Target Areas

There are a variety of areas that the City of Toronto can address immediately to enhance sexual assault prevention:

- A. Urban Design/Planning
- B. Community Participation in Crime Prevention
- C. Public Transit
- D. Policing

A. Urban Design/Planning

Sexual assault is the result of the interaction of a poorly understood collection of factors. Urban design is one of these factors, although most certainly not the primary one. Poor urban design does not cause rape but it may interact with other factors to produce places where crimes are more likely to occur.

Most research on crime and environmental opportunities focuses on property, not personal safety. Research on the relationship between design and opportunity for public violence against women shows that certain settings may make women more vulnerable, just as others may ensure a higher degree of safety.

The Victimization Survey examined sexual assault locations and found that:

overall, 21 percent of the sexual assault incidents occurred inside the victim's own residence, and an additional 11 percent took place either in the home of a friend or acquaintance or in the vicinity of the victim's own home. The remaining 68 percent took place outside or in other public locations. The victim's home was the location of half of the actual rapes, whereas attempts and molesting occurred most often in outside places (36 percent, 50 percent).

Pioneering work done in Seattle (3) on assessing urban public space environments for danger of violent crime, especially rape, found that:

the typical rape site tended to be in a small physically confined space, generally less than 10 metres square in area. The rape site was usually defined by a series of barriers such as dense vegetation, and building walls or fences, that have the effect of physically and psychologically restraining the victim. The rape site was frequently adjacent to strong victim movement or location predictors such as pedestrian thoroughfares and bus-stops.

The Women in Safe Environments Report, prepared by Women Plan Toronto and the Metro Action Committee on Public Violence Against Women and Children, offered an important initial indication of the relationship between environments and perceptions characterized by:

1. good lighting,
2. adequate security systems,
3. visibility to others, and
4. access to help.

Sexual assault is easier to commit and difficult to prevent in areas that are anonymous and out of public view.

The City has a responsibility to ensure the reasonable safety of its inhabitants. Tremendous resources go into fire prevention in Toronto. The prevention of violence must be similarly recognized in our urban design practices.

City of Toronto planning decisions can make a difference to the safety of our environment. Planning in Toronto is based on many criteria, including aesthetics, privacy,

etc. We would like to see more weight given to safety. Urban design can be used to create defensible space – space that the public has a natural tendency to defend.

Outdoor cafes, for instance, are a relatively recent addition to our urban landscape, and one that makes our streets safer by making them more peopled. Another example of safer design comes from the work of the Subcommittee on Security in Underground Garages. As a result of the Subcommittee's work, safe lighting levels and signage to designate safe escape routes will now be required in underground garages in residential buildings.

These examples illustrate the City's ability to enhance public safety through design. However, much remains to be done.

Spaces for Attention

Toronto needs to develop safe urban design practices in the following types of public and semi-public spaces:

- areas of pedestrian flow including *streets* – both public and private, *walkways* – surface as well as above and below grade,
- *school yards* (busy by day but often desolate by night),
- *parking sites*,
- *parks, plazas and squares*,
- *recreational facilities*,
- *common areas* in residential and commercial building such as hallways, stairwells, washrooms, etc.

Elements for Consideration

Safety should guide the following elements of development:

- *land use*,
- *lighting*,
- *landscaping*,
- *parking*, and
- *internal security*.

These elements should not be treated in isolation but rather as interrelated factors that may be combined to create a safer city.

Land Use

Crime rates in American cities are five times as high as in Canadian cities. One explanation for this may be that Canadian cities have managed to retain more of a land use mix than American cities. Toronto's downtown is a place where people both work and live.

Mixing residential and workplace uses may encourage more pedestrian travel on local streets at all times of the day, thereby making them safer.

Mixing land uses requires some careful consideration of the potential outcome. The goal is to create controlled diversity. We need to define the types of increased street activity which would make an area safer.

If, for example, the desired outcome is to promote familiarity among neighbours, then commercial activities catering to a local clientele would be preferable to regional businesses which would draw strangers into an area. A corner store or a small local pub would have a different impact on the neighbourhood than a large entertainment facility.

A desire for order has produced traditional planning practices which favour homogeneous areas. One of the recognized blunders of public housing design in the past has been the replacement of a varied area with blocks of

uniform housing-only, depriving the community of places to shop and meet locally. Diversification of land uses would enhance the vitality and convenience of an area.

A review of current land use policy in light of public safety could address some of these issues.

Lighting

Public spaces should be lit for pedestrians, not just motorists. The level of lighting in public spaces must be adequate to have a good look at another person while he or she is still a reasonable distance away.

Lighting must be distributed appropriately to ensure even illumination. In landscaped open spaces such as parks, particular attention must be given to the relationship between lighting and planting. Laneways as well as streets should be well lit.

Seventy-five to 80 percent of Toronto's street lighting (at .15 foot-candles) is below the illumination standard recommended by the Canadian Standards Association (at .4 foot-candles). This situation must be rectified.

The City should encourage improved lighting in residential areas through simple measures such as the promotion of outside residential lighting (e.g. Porch Lights On) through notices in tax bills.

However, the City also requires a major relighting program to bring street and lane lighting up to a safer standard. This could be accomplished through either increased incandescent lighting or replacement with high pressure sodium lighting.

The Public Works Department is currently considering a program for improving lighting across the City within one year by replacing incandescent lighting with high pressure sodium lighting. This would dramatically improve lighting levels and result in significant energy savings. However, while high

pressure sodium lighting has been well received in many neighbourhoods, not everyone considers its appearance to be attractive.

Safer street and lane lighting levels must be achieved, whether by incandescent or high pressure sodium lighting.

Landscaping

Good landscaping enhances the beauty and usability of our urban environment. It should also be used to ensure the safety of our public and semi-public spaces. Landscaping should allow for reasonable visibility to others.

This is not an argument in favour of a bleak urban landscape where visibility is maximized and liveability is minimized, but rather a recommendation for balance between aesthetics and safety. Aesthetics are very important; an attractive area is more likely to be used.

We also recognize that *not all* urban open spaces should be thoroughly landscaped. Our pockets of "urban wilderness" serve an important function in Toronto and should remain as natural as possible. However, areas of high pedestrian flow particularly in residential areas must be landscaped with safety in mind.

The Seattle research on assessing urban public space environments for danger of violent crime found that barriers such as dense vegetation and fences often characterize rape sites. Neither fences nor shrubbery should limit visibility, particularly where they are next to pedestrian thoroughfares. Careful landscaping also benefits parents supervising their children in public play spaces.

Particular attention should be paid to the "leftover" spaces created by development. Gaps between buildings, alcoves, niches, recesses and nooks provide potential environmental opportunities for violent crime, as suggested in the Seattle research.

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Public telephones, another part of the urban landscape, should be located with safety as well as maximum use in mind.

Private landscaping in residential areas also has an effect on public safety. Owners of residential properties should be informed of the safety implications of front yard treatments.

Parking

Parking should be more integrated with other major site uses. This would prevent isolated, single use parking areas in which women often feel very unsafe.

The City should extend the security requirements recently approved for underground garages in apartment buildings to cover *all* underground garages.

Some European cities have designated parking spaces for women near the attendant at night, especially in commercial lots which have mostly daytime tenants.

The Parking Authority of Toronto could provide leadership in the above areas.

Internal Security

Internal security is particularly important in residential buildings (especially high rise apartments, where design often encourages anonymity).

Entrances should be clearly defined and secure. They should be well lit and properly fitted with entrance locks and intercom systems. The current by-law requires an intercom system only where there are 10 units or more in a building. In smaller buildings there is no requirement for any form of communication between the main entrance and the individual units, such as a doorbell. Ramped and elevator entrances for persons with disabilities should also be well lit, secure and not located in isolated areas. The security of non-pedestrian entrances such as loading entrances and parking garages should also be ensured.

There is currently no requirement for locking devices on windows, except for a safety device on units above the 3rd floor. This obviously addresses the problem of keeping people safely inside their units but does little to keep intruders out, particularly on lower floors where they are most likely to attempt to break in. Windows on all floors should be secure.

New tenants could be better assured of the security of their unit by changing locks with the change of tenant.

Common areas such as laundry rooms, party rooms, underground garages and storage areas should be well lit and secure.

Internal design considerations could facilitate safety by enhancing visibility. Transparent doors on elevators would allow women to see inside an elevator before deciding to enter. Children's play areas could be incorporated into building design (i.e. courtyard versus rear lots) to allow parents to see their children at play.

Tenants in many apartment buildings currently have no access to on-site superintendent or security staff. When these tenants observe safety problems in the building they have no one on-site to report these problems to. The City should develop a requirement for on-site staff based on the number of units in a building.

For existing buildings the City could set up a certification program which would help retrofit and properly maintain buildings for safety. (Feeling safe in buildings can relate to the level of visual disrepair.) Failure to obtain certification could be linked to an inability to obtain statutory rent increases. Linking safety with rent increases would require special provincial legislation.

Tenant associations and self-managed residences create a framework for community control and involvement. Grants and/or

loans could be made available for basic safety improvements to buildings using a tenant involvement process. Any process that further involves tenants in making decisions relating to their living environment will serve to enhance the safety of that local community.

Apartment dwellers pay dramatically higher property taxes as a percentage of market value than do homeowners. The higher burden borne by apartment dwellers provides a rationale for using public funds to retrofit unsafe apartment buildings. Where buildings qualify for retrofit grants, the City should gain equity in the buildings.

Ensuring Safe Planning

Toronto should make safety a guiding principle in the structure and quality of the City. To achieve this, a public safety policy should be incorporated into Toronto's Official Plan.

This would require a re-evaluation of other policies in the Official Plan such as the section 1.2(e)(ii) on landscaping which "encourages landscaping and screening where possible, to protect the low density residence areas from other areas which might have as adverse effect on them." We must consider what it is we are trying to protect and whether screening is the best way to achieve that.

Incorporating a public safety policy into the Official plan would then allow for regular review of this issue as part of the Quinquennial Review process. Public safety could also be elaborated on in Part II Plans throughout the City.

The City should have a designated planner responsible for safety considerations in the development review process for areas under site plan control. This role could be modelled after the designated planner who scrutinizes plans for access criteria of particular importance

to elderly and disabled persons. To assist developers in safe design, the City should provide comprehensive guidelines for safety.

As well, all planners should be trained to take security considerations into account in their regular consultations with the public. The safety of a design should be discussed at community meetings regarding proposed development with particular effort directed at getting input from women.

B. Community Participation in Crime Prevention

Community participation in crime prevention is essential. Through a process of involvement community needs and priorities can be identified. Community participation ensures that unique local characteristics are taken into account in planning for crime prevention. Some success has been achieved through community programs that focus on crime prevention, i.e. Neighbourhood Watch and Block Parents. Neighbourhood Watch should be refocussed from property security to personal safety or an alternative program should be established.

In order to participate effectively in crime prevention, women need access to information about sexual assault in their communities and they need to be able to use this information to effect change. Community action based on a careful analysis of local violence against women can enhance the safety of our communities.

Withholding information on sexual assaults (i.e. times and places) because it may unduly frighten women limits their role in preventing it. Excessive fear may be based on having inadequate information. In certain American cities police publish monthly maps of sexual assault locations.

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Local residents know their own problem areas best and can design specific solutions for their neighbourhoods. Residents, planners and police could do safety inventories of entire neighbourhoods.

Various sub-groups in the community could be doing assault prevention education. There is a role here for employers. Du Pont of Canada Ltd. has developed an excellent program of this type. The City of Toronto, as a major employer could lead the way by offering this kind of education to its employees. Community groups should also be eligible for grants to do assault prevention education.

Self-defence education should become a component of women's basic education through the school system.

The City should provide funds to offer Wen-Do programs free of charge throughout Toronto. Wen-Do is a women's self-defence program which emphasizes awareness, avoidance, and then action. As of March, 1988, the Department of Parks and Recreation offered self-defence specifically for women at only three community centres.

Numerous women-controlled and oriented organizations such as the Immigrant Women's Centre and the Rape Crisis Centre provide services that address the safety needs of women. As well as working for the prevention of public violence against women, these organizations bear a disproportionate burden in dealing with the consequences of violence. We congratulate these groups for the excellent work they have done in spite of being forced to operate with inadequate public support. In 1987 the City, through the Grant

Review Board allocated a total of \$26,715 to five agencies which provide support to women who are victims of violence and the

Budget Review Group allocated \$35,000 to Women in Transition Inc. Increased municipal grants to these organizations would recognize the importance of their contributions and improve the services they are currently providing.

Immigrant women face compounded difficulties in dealing with the consequences of violence. Barriers of language, religion and family structure make seeking and receiving support very difficult. As such, services targeted to immigrant women should be a high priority for municipal support.

C. Public Transit

In spite of the fact that the Toronto Transit Commission has a reputation for being the safest in North America, many women feel unsafe using it, particularly after dark.

The TTC is to be commended for the audit of sexual assault sites currently being undertaken in cooperation with the police and the Metro Action Committee on Public Violence Against Women and Children. The information provided by this audit may prove very useful in the future design of TTC facilities. It is vital that women be consulted on the design of new facilities or the retrofit of existing ones.

TTC stops must be planned with safety in mind. This includes adequate lighting, public telephones, safe shelters, and locations which eliminate the necessity of long walks through empty areas. After dark, stops on demand should also be considered.

Ideally, all subway entrances should be staffed whenever the subway is running. Special attention should be paid to areas of poor visibility or very limited traffic in subway stations. In entrances that could not be staffed, video cameras could be placed so

that they study the entire area, not just the turnstile. Emergency alarms in corridors and unstaffed entrances are another way in which security could be improved.

Many women are particularly concerned about their safety on public transit. To be perceived as responsive, the TTC should develop policies and procedures to respond to sexual assault. Crime figures on the TTC should be released on a regular basis. Drivers should be trained in the prevention of and response to sexual assault. The TTC should consider sponsoring an advertising campaign on what women can do about sexual harassment on the system.

Scheduling decisions should include public safety on the bottom line, not just ridership figures. Women, especially immigrant women in night-time employment, tend to use transit more than men at off-peak hours.

D. Policing

Women need an accountable, representative and responsive police force.

"Toronto's Finest" must be seen to be accountable to the women of this city. The community should have more say as to who sits on the Police Commission.

Achieving a representative police force means hiring many more women.

A responsive police force is accessible. Small steps, such as name tags, would make the police more approachable.

The police should keep women well informed of the public violence in their City. Actions such as publishing monthly maps of sexual assault sites, as discussed earlier, can provide women with more accurate perceptions of public violence. The police express a reluctance to panic women by releasing information about sexual assaults. Women have a

right to be informed of the real dangers they face. A lack of information may perpetuate falsely elevated perceptions of danger.

A responsive force is well-trained in crime prevention techniques and in dealing with sexual assault victims in an effective and sensitive manner. This means ensuring that the Sexual Assault Coordinator's Office has adequate resources.

The police should have a greater focus on crime prevention. A greater proportion of their time and resources should go into preventing violence, rather than dealing with its consequences. Involving women in crime prevention programs should be a major priority.

Metro police programs geared towards tenant and neighbourhood safety should receive wider promotion. Programs such as Neighbourhood Watch should be refocussed from property security to personal safety. In the same area, the City and/or Ministry of Housing could sponsor an advertising program on safety for tenants, e.g. how to use intercoms safely.

The police should consult with City planners regarding the physical sites of assaults in order to determine the necessity for design improvements. In order for this to produce useful information, the police must keep detailed and accessible records of assault sites.

While we do not necessarily advocate an increase in the number of police, we would like to see those that we currently have out in the community more often. American studies have shown that foot patrols enhance people's feeling of safety whereas police cars do not. Assault sites are often above or below grade and cannot be monitored by patrol car. The police should also consider expanding their surveillance of semi-public spaces such as the common spaces in apartment buildings.

A well organized and sensitive domestic violence team should be reinstated. Although strictly speaking this falls within the realm of "private" violence, the overlap between private and public violence makes this an important area to pursue.

Conclusion

Toronto needs a serious commitment to dealing with public violence against women. This report presents several strategies for preventing public violence against women.

We recognize that these strategies represent only a few components in the solution to a vast problem. We have attempted to address issues which City Council, given the political will, could take immediate action on.

It's time to consider swift action in the following areas to make Toronto safer for women:

- *Urban Design/Planning,*
- *Community Involvement in Crime Prevention,*
- *Public Transit, and*
- *Policing.*

Recommendations

Urban Design/Planning

1. That City Council establish a policy on public safety to be incorporated into Toronto's Official Plan and that this policy be elaborated on in Part II Plans and included in the Quinquennial Review.
2. That City Council request a report on where a greater mix of land uses would promote public safety.
3. That City Council authorize a review of City policy on landscaping from the perspective of enhancing public safety.
4. That City Council authorize the designation of a planner responsible for safety considerations in Development Review Agreements and that such planner be responsible for developing comprehensive safe design guidelines for developers.
5. That City Council authorize the training of all planning staff to take security considerations into account in their regular consultations with the public, with particular effort directed at getting input from women.
6. That the Commissioner of Planning and Development be requested to report on recommendations one to five in consultation with the appropriate bodies by December 31, 1988.
7. That City Council approve in principle the relighting of all City streets and lanes to current standards and that the Commissioner of Public Works report by December 31, 1988 on the financial and aesthetic benefits of incandescent vs. high pressure sodium lighting.
8. That City Council authorize a review of the adequacy of current internal residential security requirements and means of improving them where necessary, including a requirement for on-site staff for buildings with a certain number of units.
9. That City Council authorize the development of a safety retrofit program for apartment buildings.
10. That City Council authorize a safety audit of City buildings and parks in consultation with the appropriate bodies, including women's organizations.
11. That City Council authorize the security requirements recently approved for underground garages in residential buildings to cover all underground parking garages including safe lighting levels and signage to indicate safe exit routes.
12. That the Commissioner of Buildings and Inspections be requested to report on recommendations eight to 11 in consultation with the appropriate bodies by December 31, 1988.
13. That the Parking Authority of Toronto be requested to bring the City's underground garages up to the security standards required in underground garages in residential buildings.
14. That City Council designate night-time parking spaces for women near the parking attendant in all municipally owned parking garages.

15. That the President of the Parking Authority be requested to report on recommendations 13 and 14 by December 31, 1988.
16. That the City Solicitor be requested to report by December 31, 1988 on the legislative means of requiring private garages to designate night-time parking spaces for women near the parking attendant.

Community Participation in Crime Prevention

17. That the Commissioner of Planning and Development in consultation with the Chief of Police and community groups, report by December 31, 1988 on offering a community security audit to neighbourhoods.
18. That City Council authorize the provision of sexual assault prevention education to City employees and the Director of Management Services to report by December 31, 1988 on how this could be implemented.
19. That City Council authorize the inclusion of funds for Wen-Do in the operational budget of each recreation centre and the Commissioner of Parks and Recreation report by December 31, 1988 on the cost of this initiative.
20. That City Council recommend to the Toronto School Board the inclusion of Wen-Do training in the educational program for all young women.
21. That the City allocate greater funds for women's organizations which address sexual assault, both in prevention and response, with priority assigned to services for immigrant women.
22. That City Council request the Ontario Minister of Housing to embark on an advertising campaign on tenant safety.

Public Transit

23. That City Council recommend to the Toronto Transit Commission an audit of surface stops with attention given to lighting, shelter design, location and the accommodation of demand stops where necessary.
24. That City Council recommend to the Toronto Transit Commission the regular release of crime figures on the system.
25. That City Council recommend to the Toronto Transit Commission the development of policies and procedures to respond to sexual assault on the system including staff training.
26. That City Council recommend to the Toronto Transit Commission the sponsorship of an advertising campaign on what women can do about sexual harassment on the system.
27. That City Council recommend to the Toronto Transit Commission that scheduling decisions give weight to public safety as well as ridership figures.

Policing

28. That City Council again petition the Province of Ontario to require a greater proportion of elected representatives on the Metropolitan Toronto Police Commission.
29. That City Council recommend to the Metropolitan Toronto Police Commission a more aggressive program to recruit more women.
30. That City Council recommend to the Metropolitan Toronto Police Commission that officers wear name tags in order to make them more familiar to the public.

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31. That City Council recommend to the Metropolitan Toronto Police Commission a review of the adequacy of the resources dedicated to the Sexual Assault Coordinator's Office.
32. That City Council recommend to the Metropolitan Toronto Police Commission a review of the distribution of police resources between preventing violence and dealing with its consequences.
33. That City Council recommend that the Metropolitan Toronto Police Commission change the crime prevention focus of Neighbourhood Watch from property security to personal safety or that an alternative program be establish to do so.
34. That City Council recommend to the Metropolitan Toronto Police Commission the monthly publication of a map of sexual assault sites.
35. That City Council recommend to the Metropolitan Toronto Police Commission that they work with City planners to determine what site information should be recorded in assault reports in order to develop a database for safe design guidelines.
36. That City Council recommend to the Metropolitan Toronto Police Commission an increase in the number of foot patrols.
37. That City Council recommend to the Metropolitan Toronto Police Commission the reinstatement of the domestic violence team.

References

1. Solicitor General of Canada. Canadian Urban Victimization Survey. 1982.
2. Gordon, M.T., Riger, S., LeBailly, R., and Heath, L. "Crime, Women and the Quality of Urban Life." in Stimpson, C. (ed.) Women and the American City. Chicago: University of Chicago Press, 1981.
3. Stoks, Francis G. Assessing Urban Public Space Environments for Danger of Violent Crime - Especially Rape. Ph.D. Dissertation, University of Washington, Seattle, U.S.A., 1982.

"The fear of rape keeps women off the streets at night. Keeps women at home. Keeps women passive and modest for fear that they be thought provocative."⁴

In an earlier paper,⁵ we explored a variety of explanations for the finding that women's reported fear of crime is greater than men's. Sex role socialization may encourage timidity in women and a reluctance in men to admit to fear. Sex differences in strength and speed may cause women to feel more vulnerable to attack. Finally, and of critical importance, while women, for most crimes, are less frequently victimized than men, women are almost exclusively the victims of one crime—rape. Brownmiller has called rape "a conscious process of intimidation by which *all* men keep *all* women in a state of fear."⁶ The extent of urban women's fear, the relationship between fear and the risk of rape victimization, and the consequences of crime and fear of crime for both women's and men's lives in cities have not previously been examined on a large scale. They are the subjects of this paper.

Sample

We explore these issues with data collected from in-depth interviews with women from six neighborhoods in Chicago, Philadelphia, and San Francisco. We chose these sites because extensive groundwork on the incidence and reactions to crime in them had already been done by other researchers.⁷ The 299 women and sixty-eight men who were interviewed for our research were self-selected from the 5,000 people in these cities who had participated in a telephone survey concerning reactions to crime. A comparison of the sample of 367 persons who were interviewed in person with the randomly selected telephone sample in each city indicated no statistically significant differences between the samples in their area of residence or race.⁸ However, more women in the in-person sample than in the telephone sample reported having been raped or sexually assaulted (11 percent compared with 2 percent), and the in-

person respondents were younger, better educated, and wealthier than the randomly selected telephone sample. We deliberately oversampled women so that we could investigate in depth the sources and consequences of women's fear of crime.

Measures of the Fear of Crime and Related Attitudes

Previous studies of crime-related attitudes have produced ambiguous results, in part because of the use of overlapping concepts: fear, concern, worry, and risk.⁹ The most relevant distinction here is that between fear, or an emotional response to the possibility of victimization, and assessments of risk or one's subjective estimate of the likelihood of victimization. Therefore, we asked separate questions to tap each of these dimensions.

Fear.—The most widely used measure of fear by researchers in this field¹⁰ has been the question: "How safe do you feel being out alone in your neighborhood at night: very safe, reasonably safe, somewhat unsafe, or very unsafe?" In order further to explore our respondents' perceptions of their local safety, we asked them to indicate (on a zero to ten scale) the extent to which they worried when they were alone at night in their neighborhoods in a series of twelve situations (e.g., at home, using public transportation, going to the laundromat). Many of these activities people must do, at least occasionally, in order to work or otherwise to participate in community life. Others, such as going to movies or bars, represent more choice. To examine whether fear levels are related to beliefs about physical vulnerability, we also asked our respondents to indicate whether or not they thought they could successfully defend themselves against attack and to assess their own strength and speed relative to other women and to men. A physical vulnerability index was created from these items.¹¹

Risk of rape.—To assess perceptions about the risks of being raped, women were asked to estimate, on a scale from zero to ten, their chances of being raped or sexually assaulted in their neighborhoods. Men estimated the chances that this would happen to a woman.

4. Susan Griffin, "Rape: The All-American Crime," in *Forcible Rape: The Crime, the Victim, and the Offender*, ed. Duncan Chappell, Robley Geis, and Gilbert Geis (New York: Columbia University Press, 1977), p. 66.

5. Stephanie Riger, Margaret Gordon, and Robert LeBailly, "Women's Fear of Crime: From Blaming to Restricting the Victim," *Victimology* 3 (1978): 285-96.

6. Susan Brownmiller, *Against Our Will: Men, Women, and Rape* (New York: Simon & Schuster, 1975), p. 15.

7. Albert Hunter, "A Methodological Review of the RTC Project," mimeographed (Evanston, Ill.: Northwestern University, Center for Urban Affairs, 1979).

8. Robert K. LeBailly, "Method Artifacts in Telephone and In-Person Interviews: An Examination of Bias and Consistency," mimeographed (Evanston, Ill.: Northwestern University, Center for Urban Affairs, 1979).

9. Floyd J. Fowler and Thomas W. Mangione, "The Nature of Fear," mimeographed (Boston: Survey Research Program, University of Massachusetts, and the Joint Center for Urban Studies of M.I.T. and Harvard, 1974), available from authors; Frank Clemente and Michael B. Kleiman, "Fear of Crime in the U.S.: A Multivariate Analysis," *Social Forces* 56 (December 1977): 519-31.

10. Fowler and Mangione.

11. The four items in which respondents assessed their own speed relative to the average man and woman and their own strength relative to the average man and woman were used for this index.

Measures of Self-protective Behavior

A multitude of behaviors may be employed as self-defense strategies. They range from barricading oneself inside one's home to taking self-defense lessons to carrying a weapon for protection. One category is precautionary behaviors. Respondents were asked what they do to protect themselves in cities: "Sometimes when people live in the city they have ways of trying to prevent uncomfortable situations from happening. There are certain things they do to avoid unpleasant or dangerous situations. I would like you to tell me what things you do to avoid dangerous situations." To specify more precisely what precautions people take, we also asked our respondents to indicate how often they engaged in a series of protective behaviors: all the time, most of the time, occasionally, and never. The behaviors are ones commonly used at home (e.g., checking to see who is there before opening the door), on the street (e.g., crossing over to avoid someone suspicious looking), or when using a car (e.g., locking it when parking). Another category is that of potentially dangerous behaviors. As noted above, we also wanted our respondents to say how much they worried when alone at night in twelve situations. After assessing their worry about each, we asked them how often they found themselves in each of those situations. For example, we asked how worried they were that someone would try to harm them when they were home alone after dark; then we asked them how often they actually were home alone after dark.

Results

Our data strongly support the assertion that women report more fear than men, $F(1,332) = 38.5, p \leq .001$ (see table 1). Forty-nine percent of women in our sample indicated that they felt "very unsafe" or "somewhat unsafe" when out alone in their neighborhoods at night; only 7.5 percent of the men responded this way. The persistence of this feeling is evident in the finding that 48 percent of the women, compared with 25 percent of the men, reported "thinking of their own safety all or most of the time" or "fairly often." Women also said they worried more than men that someone might try to harm them while they were engaged in a variety of day-to-day activities, $F(1,363) = 68.9, p \leq .001$. In addition to sex differences in fear, we found differences in women's fear levels within cities by neighborhood. In Chicago and Philadelphia there were significant differences between neighborhoods, with women living in racially mixed, working-class neighborhoods expressing more fear than those living in ethnically homogenous or middle-class neighborhoods. To examine the relationship of demographic variables, we conducted

Table 1

Mean Scores on Fear, Worry, and Rape Risk by Sex and Neighborhood

	Fear (1 = Very Safe, 4 = Very Unsafe)	Worry (0 = No Worry at All, 10 = Very Worried)	Woman's Risk of Rape (0 = Not Likely, 10 = Very Likely)
Sex:			
Males (67)	1.8	3.2	4.4
Females (267)	2.5	5.9	4.3
Significance of ANOVA	$p < .0001$	$p < .0001$	N.S.
Variance explained	$\eta^2 = .104$	$\eta^2 = .160$...
Neighborhood:			
Philadelphia:			
West Philadelphia (47)	2.5	5.7	4.6
South Philadelphia (37)	2.1	4.6	2.8
Significance of ANOVA	$p = .021$	$p = .0255$	$p = .0034$
Variance explained	$\eta^2 = .066$	$\eta^2 = .0542$	$\eta^2 = .089$
Chicago:			
Lincoln Park (53)	2.2	5.3	3.5
Wicker Park (32)	2.9	7.3	5.5
Significance of ANOVA	$p = .0002$	$p < .0001$	$p = .0009$
Variance explained	$\eta^2 = .150$	$\eta^2 = .181$	$\eta^2 = .114$
San Francisco:			
Sunset (50)	2.6	5.7	4.2
Visitation Valley (48)	2.8	7.1	5.3
Significance of ANOVA	N.S.	$p = .0082$	$p = .071$
Variance explained	...	$\eta^2 = .063$	$\eta^2 = .030$

NOTE.—N's in parentheses indicate number of cases; they vary because of missing values.

regression analyses with fear (i.e., assessment of neighborhood safety) as the dependent variable, and age, sex, race, neighborhood, education, and number of children as the predictor variables. While sex and neighborhood were the only demographic variables that explained statistically significant proportions of variance, all the demographic variables combined explained 21.4 percent variance (see table 2).

The significant relationship between neighborhood and fear suggests that fear may be a function of the amount of crime in the area. While official crime statistics tend to underestimate the actual levels of the incidence of crime, such data are fairly reliable for establishing rank orderings of the incidence of crime among cities and neighborhoods within cities.¹² Therefore, we plotted the rate of rape per 1,000 residents (male and female) for neighborhoods (as determined by police data) against perceptions of risk of rape. Figure 1 indicates that, according to police statistics, the reported rape rates of South Philadelphians (working-class, ethnic neighborhood) and the Sunset (white, middle-class neighborhood in San Francisco) are the lowest, while the rates of Lincoln Park (white, middle-class neighborhood in Chicago) and Vista-

12. Wesley G. Skogan, "The Validity of Official Crime Statistics: An Empirical Investigation," *Social Science Quarterly* 55 (June 1974): 25-38.

Table 2

Results of Regression Analyses with Fear as Dependent and Demographic Variables as Predictors

	Change Relative to Reference Group (β)	Significance of Effect
Women more fearful than men	+ .68	.001
S. Philadelphians less fearful than Vistacion Valley residents	-.76	.001
Lincoln Park residents less fearful than Vistacion Valley residents	-.46	.004
W. Philadelphians less fearful than Vistacion Valley residents	-.25	.124
People with children more fearful than without	+.13	.216
Fear decreases with education	-.02	.469
Fear increases with age	+.005	.231
Sunset residents less fearful than Vistacion Valley residents	-.16	.339
White respondents more fearful than nonwhite in same neighborhood	+.11	.374
Fear decreases as income increases	-.02	.395
Wicker Park residents more fearful than Vistacion Valley residents	+.05	.764

NOTE.—Multiple $R^2 = .214$.

cion Valley (working-class, ethnically mixed neighborhood in San Francisco) are highest. It plots a regression line estimating the perceived risk of rape of women in each neighborhood, given the actual (police data) rate of rape for the neighborhoods. Sunset women as a group quite accurately estimate their risks, but South Philadelphians and Lincoln Park residents vastly underestimate theirs, while Wicker Park (ethnically mixed, working-class neighborhood in Chicago) women and Vistacion Valley women markedly overestimate theirs. Thus, the actual rates of rape (according to police data) are quite imperfectly related to perceived risks when the data are aggregated at the neighborhood level. Further, women's estimates of their own risk and men's estimates of risk for a woman in their neighborhood were quite similar.

Other Factors Contributing to Women's Fear

Women in our sample are less likely than men to believe they could successfully defend themselves against attack, $F(1,296) = 13.06$, $p \leq .001$, and most women assess themselves as more physically vulnerable (that is, slower and weaker) than both the average man and the average woman, $F(1,365) = 214.46$, $p \leq .001$. Previous analyses suggest that these perceptions of physical vulnerability, combined with rape risk, contribute to women's fear. To test this assertion, we examined the im-

pact on fear scores of statistically controlling for perceptions of rape risk and vulnerability.

As a first step, the mean fear scores for each sex were plotted (see fig. 2). A multiple regression was used to generate an equation that predicts women's fear scores, given a specified level of perceived risk of rape. That equation predicts a greatly diminished fear score for women when risk is statistically set to zero, which is plotted in figure 2 as point C. The resulting equation for men when risk is set to zero also predicts a diminished fear score, which is labeled D. The gap between women's and men's fear score controlling for risk of rape (C-D) is of approximately the same magnitude as the original fear scores (A-B).

We performed a similar analysis setting perceptions of physical vulnerability to zero. The resulting equations show that women's fear scores decrease substantially, whereas men's fear scores decrease only slightly (see fig. 2). (The E-F gap is smaller than either the A-B or the C-D gap.)

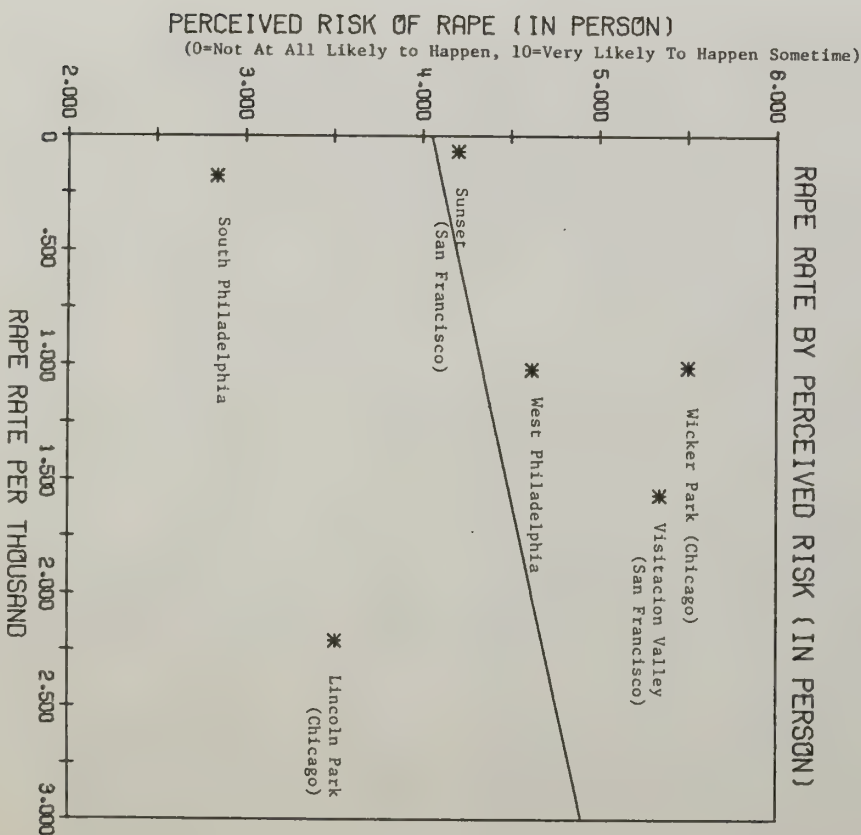


FIG. 1.—Actual rape rates (police data) by perceived risk of rape

Very Unsafe				
	Unadjusted Fear	Fear Adjusted for Risk of Rape	Fear Adjusted for Vulnerability	Fear Adjusted for Risk of Rape and Vulnerability
Somewhat Unsafe	(A) X			
Reasonably Safe	(B) *	(C) X	(E) X	
Very Safe		(D) *	(F) *	(G) X (H) *

FIG. 2.—Predicted fear levels for men and women. \bar{A} = mean fear score for women; \bar{B} = mean fear score for men; $C = .117 \times \text{risk} + 2.01$; $D = .107 \times \text{risk} + 1.33$; $E = .383 \times \text{vulnerability} + 2.01$; $F = .548 \times \text{vulnerability} + 1.51$; $G = .117 \times \text{risk} + .386 \times \text{vulnerability} + 1.49$; $H = .091 \times \text{risk} + .397 \times \text{vulnerability} + 1.18$. Points C through H are the constant terms in the regression equations—hence these points are the predicted fear scores when risk and/or vulnerability is set to zero. X = women; * = men.

This indicates that feeling vulnerable contributes more to women's fear levels than to men's, while women's perceived risk of rape affects men's and women's scores equally.

As a final step, both the vulnerability index and the rape-risk item were included in the regression equation. Men's fear scores decrease very little more than when adjusting only for risk of rape ($D-H$ in fig. 2), but women's scores drop substantially ($C-G$). The correlation between vulnerability and risk for women is $-.003$ while for men it is $+.256$. Thus, the effect of rape risk and vulnerability on women's fear are independent and additive, while for men some of the effects overlap. Therefore, the perceived risk of rape and vulnerability are both substantial components of women's fear, while perceived risk plays a bigger role in the fear men report (perhaps reflecting also men's fear for others).

Self-protective Behavior

Many researchers report that women exceed men in the use of precautionary strategies.¹³ Our respondents' answers to the general

13. Michael Hindelang and Bruce L. Davis, "Forcible Rape in the U.S.: A Statistical Profile," in Chappell, Geis, and Geis: Michael Hindelang, Michael Gottfredson, and James Garafalo, *Victims of Personal Crime: An Empirical Foundation for a Theory of Personal Victimization* (Cambridge, Mass.: Ballinger Publishing Co., 1978); Frederick Dubow, Edward McCabe, and Gail Kaplan, "Reactions to Crime: A Critical Review of the Literature," *Reactions to Crime Project*, mimeographed (Evanston, Ill.: Northwestern University, Center for Urban Affairs, 1978); Riger, Gordon, and LeBailly.

question about what they do to avoid dangerous situations in cities followed this general pattern. More women than men gave responses which indicated that their strategies were not to go out alone; not to come home alone; and to avoid dangerous areas, strangers, and other situations that could lead to danger. To specify more precisely which precautionary behaviors women engage in more than men, we used a *t*-test with a .05 significance level to sort the behaviors into three groups: (1) those which women use more frequently, (2) those which men use more frequently, and (3) those behaviors for which there was not a significant sex difference in usage (see table 3). The precautionary behaviors that women use more than men do not involve significant monetary expenditures (e.g., they go out in groups rather than individually, they stay out of dangerous parts of town, they change seats in a movie or on a bus). Most of the strategies with no significant sex differences involve major financial costs (e.g., installing a burglar alarm, moving for fear of safety, owning a dog for protection) and are behaviors intended to protect a household or a family rather than an individual. The only behavior that men use more than women is taking self-defense classes. Thirty-one percent of males but only 17 percent of females in our study had taken self-defense training. Our data, therefore, support the idea that there are sex differences in the use of precautionary behaviors, although we do not know if observations of behavior would confirm these self-reports. Although what women do more frequently may not be costly in terms of money, their strategies are undoubtedly costly in terms of personal freedom.

Avoiding Dangerous Situations

In addition to describing more worry than men in all of the situations that we asked about, women also reported being in each specific situation less often (with the sole exception of being home alone after dark, which both sexes report doing with equal frequency). In every instance, how often our respondents reported doing something was significantly and negatively related to their worry levels (see table 4). That is, those telling us they "never" did the activity in question consistently had the highest level of worry associated with that activity. The proportions of those who "never" do the activity in question vary greatly, from 8.7 percent who say they never are home alone after dark to 98 percent who say they never ride in cars with strangers. The lowest worry levels are associated with the most common situations. People feel safer nearer home, and these situations—being at home alone and walking on neighborhood streets alone at night—might be considered unavoidable. Worry levels for going alone to laundromats, movies, downtown, and bars are higher than worry levels for unavoidable situations, and the

Table 3

Correlation between Fear and Use of Strategies by Sex

	% Who Never Do Activity*		% Who Always Do Activity†		Correlation of Fear with How Often Done	
	M	F	M	F	M	F
Strategies which women use more frequently than men ($p \leq .05$):						
How often do you restrict your going out to only during the daytime?	72	25	9	26	.3106	.5250
How often do you avoid doing things you have to do because of fear of being harmed?	78	32	6	15	-.0279	.3050
When you go out, how often do you drive rather than walk because of fear of being harmed?	56	18	13	40	.1335	.2925
How often do you not do things you want to do but do not have to do because of fear?	75	30	6	15	.1682	.2813
When you are looking for a parking place at night, how often do you think about safety?	15	5	33	71	.1512	.2350
How often do you ask for identification from salesmen or repairmen?	18	11	33	50	.0282	.2342
How often do you go out with a friend or two as protection?	50	10	4	51	-.0371	.2031
How often do you check the back seat of your car for intruders before getting in?	38	12	31	59	.0048	.1826
How often do you check to see who is at your door before opening it?	10	2	60	87	.2184	.1789
How often do you try to wear shoes that are easy to run in, in case of danger?	61	19	13	36	.1500	.1779
How often do you lock the outside door when home alone during the day?	12	3	63	79	-.0769	.1567
When on the street, how often do you avoid looking people in the eye whom you don't know?	31	18	22	29	.1334	.1531

*People who respond "never" or "no" to questions about precautionary behavior.

†People who respond "always" or "yes" to questions about precautionary behavior.

Table 3 (Continued)

	% Who Never Do Activity*		% Who Always Do Activity†		Correlation of Fear with How Often Done	
	M	F	M	F	M	F
How often do you try to avoid going downtown when making plans to go out at night?	37	21	19	24	.2715	.1489
When you are out alone, how often do you try not to dress in a provocative manner?	63	18	10	58	-.0017	.1402
How often do you lock the doors when home alone at night?	87	.3	85	95	.0215	.1340
When in a car how often do you lock the doors?	10	1	64	79	-.0665	.1288
How often do you cross the street when you see someone who seems strange or dangerous?	11	6	25	52	-.0247	.1261
How often do you stay out of parts of town you think are dangerous?	9	9	38	55	.2774	.1109
When walking on the street, how often do you make a point of being alert and watchful?	3	2	66	81	.1972	.1101
How often do you deliberately leave on lights or a radio when no one will be home?	14	5	57	65	.1504	.1037
When out alone, how often do you take something along for protection like a dog or whistle?	73	50	6	23	.1961	.0656
How often do you carry keys in your hand when going to your car?	20	4	44	82	.2260	.0596
Did you install or make sure there were special locks or bars on the doors?	43	28	57	72	.1081	.0452
Did you get an unlisted phone number?	60	43	40	57	.1985	.0399
When at a movie or on a bus, how often do you change seats if someone strange is nearby?	26	18	13	28	.0125	.0375
How often do you ask a neighbor to watch your house when no one will be home for several days?	16	5	60	75	-.1094	.0323
How often do you get your house keys out before reaching your door?	15	4	50	81	.2216	.0265

Table 3 (Continued)

	% Who Never Do Activity*		% Who Always Do Activity†		Correlation of Fear with How Often Done	
	M	F	M	F	M	F
When at a movie or on a bus, how often do you choose a seat after checking who is nearby?	23	16	33	42	-.2360	.0165
How often do you avoid using alleys or streets that are not well lit?	10	5	42	81	.1709	.0020
Before taking a job, have you thought of the safety of that neighborhood?	67	48	33	52	-.0255	.0007
Do you use initials instead of first name on your mailbox?	57	30	43	70	-.0342	-.0398
Strategies which men use more frequently than women ($p < .05$):						
Did you ever take a self-defense class?	69	83	31	17	-.1216	-.0929
Strategies with no significant sex difference ($p > .05$):						
Have you ever thought of moving to a place with a doorman because of fear for your safety?	94	82	6	12	.2149	.1500
How often do you lock the car when it is parked? ...	2	1	86	94	.1477	.1237
Did you install or make sure there were special locks or bars on windows?	63	60	37	40	.0679	.0896
Do you have a dog for protection?	76	68	23	31	-.0298	.0515
Have you ever moved because of fear for your safety?	83	80	17	20	-.0633	.0460
Did you install or make sure there were bright lights outside your house?	59	48	41	52	-.0747	.0246
Did you ask about the safety of your neighborhood before moving in?	85	87	14	13	.0825	-.0349
Did you install or make sure there was a burglar alarm?	93	93	7	7	-.0198	-.0434
When out alone, how often do you take a gun for protection?	91	91	0	3	-.0543	-.0641
Do you own a gun for protection?	75	80	25	20	.2053	-.0661

Table 4

Worry and Frequency of Activities

Activities	Women's Worry about Activity (0-10 Scale)	Percentages of Sample Who Respond "Never" When Asked How Fre- quently They Engage in Activities		Significance of Mean Sex Difference of Fre- quency of Activity	% Variance in Women's Worry Explained by How Often Respondent Does It
		Women	Men		
Home alone after dark ...	3.3	8.7	9.0	N.S.	3
Walk in neighborhood alone after dark	5.2	25.3	2.9	$\leq .01$	18
Go to laundromats alone after dark	5.7	68.2	61.8	$\leq .01$	20
Go to movies alone after dark	6.1	74.9	32.4	$\leq .01$	30
Go downtown alone after dark	6.4	47.0	7.5	$\leq .01$	20
Go to bars/clubs alone after dark	6.5	68.4	5.4	$\leq .01$	33
Use public transit alone after dark	6.6	46.3	29.4	$\leq .01$	16
Walk by groups of boys alone after dark	6.9	33.6	11.8	$\leq .01$	10
Walk by bars/hangouts alone after dark	7.2	46.5	10.3	$\leq .01$	18
Walk by parks/lots alone after dark	7.8	52.8	13.2	$\leq .01$	16
Give rides to strangers alone after dark	8.8	96.7	82.1	$\leq .01$	31
Ride with male strangers alone after dark	9.2	98.0	91.2	$\leq .01$	25

proportions of respondents who say they never do these things increase dramatically. Each of these actions reflects both more danger and more choice. The fear levels associated with using public transportation and with waking past groups of boys, bars, and empty lots are higher, but the proportions of the sample who never do these activities drop substantially. Once again, these behaviors have less choice associated with them. The last two items, giving rides to or accepting rides from strangers, are associated with both the highest fear levels and the highest percentages of respondents who "never" do them. In addition, they may be associated with both the greatest danger and the greatest choice.

Correlation between Fear and Precautionary Behaviors

If women express more fear of crime than men do, if women avoid certain activities more often than men do, and if women engage in more self-protective behavior than men do, what is the correlation between women's fear of crime and the extent to which they engage in self-protection? Table 3 lists the correlations between the stated use of protective behaviors and fear of crime. Seven of the self-protective behaviors correlate .20 or higher with women's fear of crime. In other words, the women who report the highest levels of fear of crime report using these self-protective measures the most. Six of the behaviors that correlate most highly with fear of crime for women are quite restrictive ones in terms of mobility: going out only in the daytime, not doing certain things for fear of crime, driving instead of walking, choosing parking places with safety in mind, and going out with a friend or two as protection. As we move down our list in terms of behavioral correlates of women's fear of crime, we notice that for some behaviors the correlation between fear and the behavior is higher for men than for women.

Inspection of the columns that indicate the percentage of respondents who reported they always or never engaged in the behavior in question sheds light on this apparent contradiction. For many of the self-protective actions, such a large percentage of women always engage in the behavior that there is little variation in its use by women. This results in low discriminating power and low correlations. For example, getting keys out before reaching the door is a behavior that correlates more highly with fear for men than for women. Closer inspection reveals that 81 percent of the women, compared with 50 percent of the men, reported always using this form of self-protection. Similarly, 81 percent of the women, compared with 42 percent of the men, told us they always avoid using badly lit alleys and streets. On the other side, the correlations between behavior and fear for men are sometimes low because the majority of men never take those precautions. For example, 78 percent of the men, compared with 32 percent of the women, reported they

never avoid doing things they need to for fear of crime. From the overall pattern in table 3, we conclude that the use of self-protective behaviors is correlated more highly with fear of crime for women than for men, particularly in situations in which women vary in their use of the protective measure.

Summary and Discussion

Our findings strongly support previous research results indicating that urban fear of crime is pervasive but that women express more fear than men, whether it is measured in terms of perceptions of neighborhood safety or worry about physical safety in day-to-day activities. Our data also indicate significant differences in fear measures according to women's neighborhoods. Intuitively we would expect fear to be related to the likelihood of victimization, but residents of neighborhoods with the highest rates of personal violence did not express the highest levels of fear. Moreover, women, though victimized less often than men by most crimes, report greater fear of crime than men do.¹⁴ Therefore, crime rates alone do not seem to explain differences in fear. However, our analyses did show that women's responses may be explained substantially by taking into account both the perceived risk of rape and feelings of vulnerability to physical attack.

Our findings also agree with previous research suggesting that behavioral correlates of this fear for women include engaging in significantly more precautionary behaviors than do men. Many of these safety measures restrict freedom of action. Although the possibility exists that women's higher level of fear produces precautionary behavior, which in turn leads to low rates of victimization, such a causal relationship has not been empirically demonstrated. In an extensive analysis of sources and conditions surrounding victimization, Hindelang, Gottfredson, and Garafalo suggest that life-style, not degree of precaution, is the critical variable in preventing victimization, since "life-styles are related to the probability of being in places (streets, parks, and other public places) at times (especially night-time) when victimizations are known to occur."¹⁵ Our data suggest that women may have developed life-styles that include restrictions on their freedom and behavior and that may keep them safe by limiting their chances of becoming victims.

In a review of developments in fear of crime from 1965 through

14. Stephanie Riger and Margaret Gordon, "Structure of Rape Prevention Beliefs," *Personality and Social Psychology Bulletin* 5 (1979): 186-90, and "Public Opinion and Public Policy: The Case of Rape Prevention" (paper presented at the American Psychological Association convention, Toronto, August 1978).

15. Hindelang et al., p. 255.

1975, Stinchcombe et al. found that the trend is clearly upward, "most . . . caused by a marked increase in the fear of women."¹⁶ We may expect, therefore, that restrictions on women's daily lives are increasing, an expectation supported by the large proportions of our women respondents who simply never engage in many ordinary activities, such as walking alone in their neighborhoods at night. The irony, of course, is that these restrictions do not guarantee their safety and may, in the final analysis, result only in increased fear.

The impact of crime and fear of crime on men's lives is not as easily documented, but our data show that men are also affected. Although much less restricted than women, they also avoid certain activities and take certain precautions. Most interestingly, men's estimates of the risk of a woman being raped in their neighborhood are associated with their own feelings of safety. Possibly rape is a "bellwether" crime against which both men and women judge the general criminal environment¹⁷ in their neighborhoods, or possibly the decrease we detect is caused by men's concern for their wives' and daughters' safety. Whatever the causal link, the existence of rape in society diminishes, at the very least, the quality of life for both men and women in our cities.

Our findings that women's perceived risk of rape and feelings of vulnerability contribute importantly to their greater fear suggest that social policies designed to reduce fear should focus on these two factors. In a study of the impact of self-defense training on women, Cohn, Kidder, and Harvey¹⁸ point out that after the training course women reported feeling stronger, braver, more active, more in control, bigger, and safer. Therefore, policymakers might begin by promoting self-defense classes for women and other measures that enhance women's perceptions of their own strength.

A variety of rape prevention measures have been proposed. Unfortunately, too many ignore the cultural or systemic factors which support or even promote rape, such as the glorification of violence against women in some advertising.¹⁹ In the case of rape, this has meant that women's victimization implicitly has been attributed to traits or behaviors of the rape victim (e.g., seductiveness)²⁰ or to psychological disorders of the rapist; consequently, preventive strategies involving changes in the social system have been overlooked.²¹ When substantial energies of our

society's institutions are focused on eliminating rape, both men and women living in our cities will have less to fear. Failure to act against rape results in the impoverishment of our lives and of the life of our nation.

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16. Stinchcombe et al., p. 48.

17. John E. Conklin, *Impact of Crime* (New York: Macmillan Publishing Co., 1975).

18. Louise Kidder, personal communication; see also Ellen Cohn, Louise H. Kidder, and Joan Harvey, "Crime Prevention: The Psychology of Two Different Reactions," *Victimology* 3 (1978): 285-96.

19. Brownmiller.

20. Lynda L. Holmstrom and Ann Burgess, *The Victim of Rape: Institutional Reactions* (New York: John Wiley & Sons, 1978).

21. Nathan Caplan and Stephen D. Nelson, "On Being Useful," *American Psychologist* 28 (March 1973): 199-211.

M E M O R A N D U M

To: CAPIC

From: Charles Forsyth

February 6, 1992 (God Save the Queen!)

Re: UK Urban Realities - and Ours!

- 1 The attached item comes from the current issue of The Economist. The same urban reality is sadly all too evident in this city.
- 2 The question is whether we are going to avert our gaze...dither...indulge in isolated 'project' thinking....or grapple with the reality.
- 3 If the last option is our preferred choice, then we really do have to confront P & D with some hard realities; push the Province to go beyond BIA mechanisms that are totally inadequate; and begin to "strategise" (dreadful word) in a more comprehensive way.

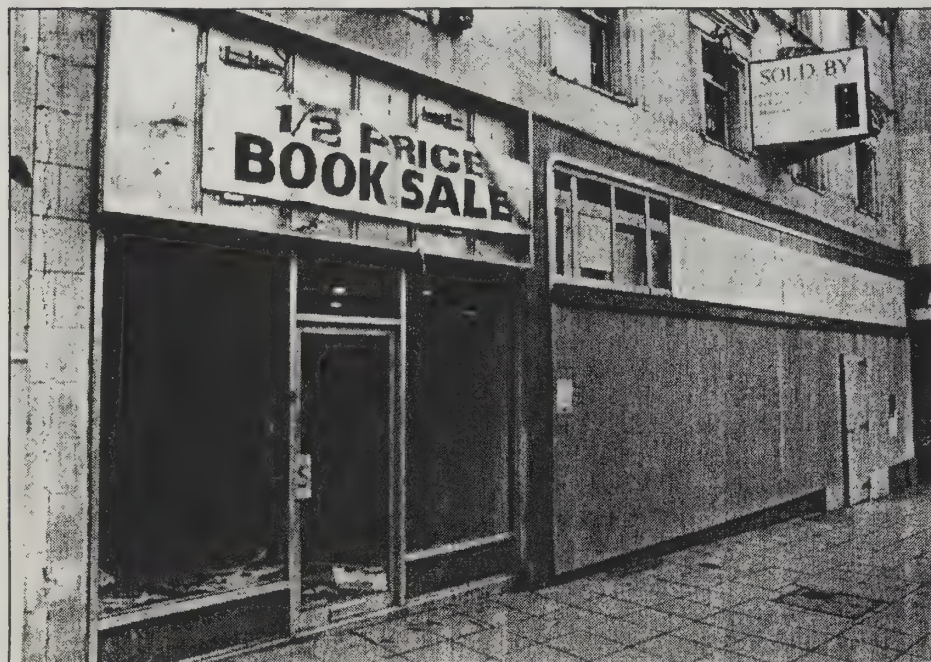
All of which will require a shift in "planning priorities" toward LOCAL PLANNING - hooked up with economic development, community renewal, etc.

And that in turn will mandate a radical push to do some neighbourhood visioning....shift staff 'work programs'.....and once and for all, tie in housing/economic development, neighbourhood renewal programs, into unified, concerted program responses related to specific zones of the City

- 4 In the absence of such an approach, the end result must be the dreary defeat described in the Economist article.

And if you think it can't happen here - walk down King Street East from James to Wellington...and if that doesn't convince you, try Barton from Wellington to Wentworth (where we have buildings boarded up even at the 2nd floor level!).

Perhaps it is time for the "Ambitious City" (i.e. Hamilton) to really see its needs, and hence, begin to shape responses that are relevant - and brace!



Closing down for good

Planning trends, shifting consumer tastes and new shopping malls threaten dozens of city centres with dereliction. The recession is speeding the process

TWO years ago Merry Hill, a mammoth shopping complex the size of 232 football pitches, opened a few miles outside Dudley, in the West Midlands. Since then, one by one, the big stores lining Dudley's high street have quit the city for Merry Hill, starting with Marks & Spencer, Bhs and Sainsbury. Two weeks ago the last chain-store, C&A, announced that it too is off. Now the only big name left on Dudley's high street is a local department store.

Similar changes can be seen in cities all over the country. The process has been happening slowly in Britain for years—and much faster in America, where prudent people do not step out in the daytime in once-prosperous places like downtown Detroit. The desperate trading conditions for many of Britain's retailers are bringing Detroit a little closer.

Londoners tend to scoff at the idea; but then London is one of the few cities whose high streets have a captive market. The place is just too big and congested for shoppers from Streatham to nip out to the suburbs.

Elsewhere, out-of-town shopping has

spread like margarine since planning rules were relaxed in the mid-1980s. The result: vast regional shopping-centres, where chain-stores nestle between cinemas and ten-pin bowling alleys. In 1980 there was one, at Brent Cross in north London. By 1991 there were five. Another five are planned. Then there are the suburban retail parks, where a couple of superstores selling bulky goods, like B&Q or Asda, share a site surrounded by free parking. In 1980 there was one. There are now over 250.

The clogged-up high street, with its cramped stores, has stood little chance against this competition. Typically, the first to disappear have been the furniture and serious D-I-Y outlets; smaller shops have followed. According to Verdict, a retail-research company, 20,000 local high-street groceries closed during the 1980s; each week in 1991 some 30 more shut down. The chain stores—Debenhams, Boots, Marks & Spencer, Burton—bucked the trend for a long time; their goods can easily be carried home, and shoppers like comparing items between stores. Now even they are moving

out. Soon the only survivors in many high streets could be the corner shops, usually manned by an overworked Asian.

Scenes from a mall

Mention the word "Detroit" and town-hall officials are on the defensive: Americans own more cars than Britons, Americans do not like living in inner cities. But the 1991 census showed that Britons are still moving out of big cities to suburbs, small towns and villages. Crime in city centres is climbing. Car ownership has never been higher. And out-of-town malls stay open late: people can drive there after work, shop, have dinner and see a film all under one roof.

Since the huge Meadowhall complex opened outside Sheffield in 1990, the whole northern third of the city centre has been blitzed. Street after street is lined with boarded-up shops, whitewashed windows and tatty discounters. Locals increasingly steer clear of the centre during the day as well as the evenings. Trade in the city centre has fallen by more than a third since Meadowhall opened, according to Gwyn Rowley, of Sheffield University. Marks & Spencer has closed one of its two Sheffield stores; C&A has cut a quarter of its floor space; Western Jean Company, a fashion store, has shut altogether and gone to Meadowhall. The local John Lewis store, Cole Brothers, is among the few which have decided to stay in the centre; City analysts reckon it is now losing money.

Decline can set in quickly. High-street rents are relatively unresponsive to falling demand; most leases are signed for fixed rents subject to five-year upwards-only reviews. So rents can fall only when leases change hands, not when existing tenants renegotiate their five-yearly rents. This means tenants stuck with leases fixed in 1988-89 have been hammered by high costs as well as low consumer spending. In a normal year, around 10% of stores in a typical high street change hands. Now the turnover is far faster. As long-established traders pull out, more and more sites are either left empty or else taken up by downmarket discounters, paying low rents to desperate landlords.

Can cities stem the trend? Their councils have two basic options. They can try to woo disenchanted shoppers back to the high street by building car parks and pedestrian precincts with flowerbeds and art-deco lamp-posts. Or they can try to diversify, turning away from retailing and looking for something else to do with the town centre. But what?

The first strategy is much the more popular. Reading and Coventry, for instance,

have recently appointed new town-centre managers with a broad brief to brighten the place up. And there are successful examples for them to emulate, of which Newcastle is the most often quoted. The MetroCentre opened across the river at Gateshead in 1986. But by taking an active role in doing up and promoting its own city-centre buildings, around Eldon Square, Newcastle's city council has kept the shoppers flocking in.

But Newcastle has peculiar advantages: it is the only big city between Edinburgh and Leeds, and the north-east has done relatively well during this recession. Not many cities can hope to follow its example; they must look to the diversification strategy. But what can replace retailing? None of the answers looks at all persuasive. That has left towns like Dudley turning to forlorn talk of a future tourist trade. Dudley's council is hard at work on a scheme to turn its city centre into a "Black Country" theme park.

The economy Snookered

WITH a general election looking increasingly likely for April 9th, Norman Lamont's second budget, due on March 10th, will offer the chancellor little scope to enhance his reputation as a tax-reformer. But it might do a lot for his reputation as an election-winner. So what scope is there for him to cut income taxes?

The 1992 edition of the "green budget", the shadow version prepared jointly each year by the Institute for Fiscal Studies (IFS) and Goldman Sachs, appeared this week. It suggests there is some scope for income-tax cuts and expects them to be worth up to £2 billion (\$3.6 billion). But the authors point out that personal-tax cuts are probably not the best way to boost the economy. There is a stronger case for helping firms. Bankrupt-

cies are higher, and company cash holdings lower, than might be expected at this stage of the economic cycle.

But cutting corporate-tax rates might not be the ideal response. Last year the government's self-styled "budget for business" took 2p off the main corporate-tax rate. Yet this barely helped firms during 1991, since firms pay corporate taxes after the end of their accounting year. In the 1991-92 tax year, firms will have benefited by just £380m. Far better, thinks the IFS, to cut local-tax bills by reducing the uniform business rate. The government raises just as much from this (around £15 billion) as from corporate taxes; but cutting the business-rate bill, which is paid in ten monthly lumps, would boost business's cash-flow instantly.

Looking ahead to the next Parliament, the green budget casts doubt on the ability of either a Tory or a Labour government to deliver its main fiscal pledges. The Tories

Bohemia strikes back

BACK in the mists of pre-Thatcher history, London's crumbling warehouses were full of artists. Then the property boom came. Rents went up and landlords turned draughty studios into prime properties with stunning views of the river. Now this era, too, is past; and landlords all over London—especially in deserted Docklands—are begging the artists to come back.

Art is a good marketing tool; the rich like to apply a gloss of culture to their cash. The presence of painters helped turn Montmartre in Paris and SoHo in New York into desirable residential areas. Developers hope they may do the same for struggling bits of redeveloped London.

Butler's Wharf, a vast building at the south end of Tower Bridge, used to be occupied by artists, until a fire in 1979 cleared them out. It was taken over by Sir Terence Conran, but went into receivership in 1989. Hardly any flats have been sold, and the only shop is a fancy delicatessen.

In some of the unlet spaces, artists are showing their pictures. The atmosphere is not the same as in the pre-boom days, when the artists worked there, too. Pekka Niskanen, a Finnish artist watching over his paintings in an empty gallery, says it is nice to have an exhibition, but he has not sold anything and thinks that the area is "a little bit dead, maybe". Rachel Belkind, employed by the receivers to market the space, insists that the artists are not there just to fill space during the recession. "Art", she says, "is a feature of the Butler's Wharf development."

Farther west, at the south end of Southwark Bridge, is Rose Court. Under it are the remains of the Rose Theatre, an Elizabethan playhouse which was the subject of a battle three years ago between the developers, Imry Merchant, and conservationists who wanted the site excavated. Imry Merchant had to change its design to preserve the site, but got the building built.

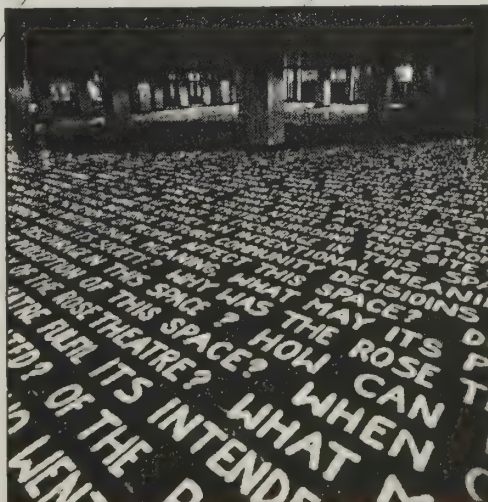
Seven months after completion, none of its 175,000 square feet (16,260 square metres) is let. Imry Merchant has brought in Wise Taylor Partnership, a company that finds artists to create "installations"—pieces conceived specially for particular buildings. The ones in Rose Court, which cost the developer £10,000 (\$18,000), are rather impolite about the

building. One has 7,000 feet of questions about the philosophical value of property. Another lists the names of soft old English roses wiped out by tough, perfumeless hybrids. A third has a video of an architect saying "I am not a Philistine" before his head explodes. "The developers have been very good about it," says Georgie Wise of Wise Taylor.

In the West End, Alternative Arts, a Soho group, noticed vacant shops around its office in Carnaby Street. It approached the main local landlord, a Dutch company, which responded after one of its shops was hit by squatters. Since then, Alternative Arts has been allowed to use up to seven shops, rent-free, as galleries. Sixty-eight artists have had exhibitions, with the landlord even buying the wine for the private views. There was trouble with the landlord once: a German group, Urban Art, did an installation which involved boarding up a shop.

Artists are finding it easier to get studios as well as exhibition space, according to David Panton of Acme, a charity that accommodates artists; "agents and owners are on their bended knees", he says, reckoning he has half as much space again on his books as a year ago. Nicky Carre of Space, a similar organisation, says that artists offered generous rent-free terms need to read the small print. But the bargains are there. In 1988 people were asking for £6-7 a square foot; now less than £2 is common.

With so much happiness spreading in its wake, it seems a shame the recession means nobody is buying pictures.



The writing's on the floor for developers

INFORMATION ITEMS

- 7.1 Residential Care Facilities in Hamilton-Wentworth by Rosemary Foulds.

Draft Report -- Residential Care Facilities Inventory

1.0 Introduction

In the 1980's, the provincial government announced a policy of de-institutionalization. This strategy was intended to integrate people who had been living in large institutional care facilities in the community at large. In order to accommodate these people, a variety of care facilities and support services are required. This report examines the licensed residential care facilities in Hamilton-Wentworth and accompanying support services.

The report contains the following discussions:

1. method of data collection
2. listing of services provided
3. demand/need for services
4. analysis of services provided

This second report is an expansion of a residential care facilities inventory last published in 1987. Since that time, data collection and processing capabilities have allowed us to analyze the information which we collect. To this end, a preliminary report was published, demonstrating the potential for analysis of the data and seeking direction about the form the analysis should take. This was circulated to 20 agencies and individuals and we would like to thank everyone who took the time to respond. These comments helped shape the content of this report. Hopefully the commenters will see their concerns reflected in this document.

Further comments from people who use this report would be appreciated. Please address any comments to:

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2.0 Data Collection

2.1 Residential Care Facilities Inventory

This project was begun in 1991, with a series of meetings with licensing organizations and care agencies (a complete listing is contained in Appendix A). Through these meetings, a survey was drafted, and a list of respondents identified. The survey was pretested and mailed to respondents in early 1991. Those who had not responded by April 30 were contacted through letters and/or phone calls. Survey results were then compared with the licensing information. When discrepancies were identified, they were adjusted to correspond with the licensor's information. A total of 218 facilities are included as a result.

The information collected included the following:

name of the facility
address and planning neighbourhood
phone number
type of care facility
population(s) served
number of beds
availability of private rooms, respite care, wheelchair accessibility
funding agencies
licensing agency

2.2 The Need For Residential Care Facilities

Several people who responded to the preliminary report felt this document should speak to the need for residential care facilities in the community. It is also acknowledged there is some difficulty in pinning down the need. The assessment of need will make reference to published data as well as the factors which influence need which were identified during discussions about the preliminary report. This discussion will provide the reader with a sense of the challenge involved in developing a clear needs statement, along with the need to define it more clearly.

2.3 Data Analysis

The analysis in this report is largely generated from discussion about the Preliminary Report. It examines distribution of care facilities and makes some comparisons between the services provided and the need for these facilities.

3.0 Services Provided

The survey identified 17 types of residential care facilities in Hamilton-Wentworth. A definition of each is provided below. All of the facilities discussed are listed in Appendix B.

Community Resource Centre

residence for adult probation and parolees under Ministry of Correctional Services

Detoxification/Residential Treatment

residential care for those with alcohol and substance addictions

Group Home/Mental Health

group home for those with mental health/psychiatric problems

Home for the Aged

nursing and personal care including type 1 and type 2 as licensed by the Ministry of Community and Social Services, Homes for the Aged and nursing Homes Act

Homes for Special Care

supervisory residential care for patients with psychiatric disabilities under Ministry of Health, Homes for Special Care

Hospital - Chronic Care

type 3 (chronic care) nursing care

Hostel/Emergency Shelter

emergency or short term transitional care

Maternity Home

residential care for pregnant and single women

Nursing Home

nursing and personal care, including type 1 (intermediate) and type 2 (extended care) as licensed by the Ministry of Health under the Nursing Home Act

Open Custody Residence

residence for Young Offenders under COMSOC

Residence for Developmentally Handicapped

residence for those who are mentally handicapped

Second Level Lodging Homes

long term care and assistance with the activities of daily living, including meals

Supported Semi-Independent Living

apartment living with active daily residential care service component

Home for Transitional Living

residence where people with head injuries learn skills to live independently in the community

Secure Custody Residence, Young Offenders

Residence for People with Physical Disabilities

4.0 Need For Services

An estimate of the number of people requiring Residential Care housing arrangements in the Region of Hamilton-Wentworth is a challenging task. In some cases, like the supported semi-independent living units, there is a waiting list. In other situations, like open custody residences, people who live there have no choice. In a third example, shelters for abused women and children, the need for housing arises as a crisis, and while many people are turned away from the residence, there is no "waiting list" per se.

Nevertheless, several groups have been involved in making estimates of housing need for people who make use of residential care facilities. In this report, we make reference to *IDEAL: Integrating People with Disabilities into Every Aspect of Living*, and the study of the Chairman's Task Force on Affordable Housing.

4.1 *IDEAL: Integrating People with Disabilities into Every Aspect of Living*

IDEAL reported on four areas of need:

1. Design,
2. Location,
3. the Availability of Housing, and
4. the Cost of Housing.

Design needs addressed two issues. The first was accessibility for people in wheelchairs. Second, was the variability of needs from one person to the next. It was suggested that local municipalities develop standards, that people with disabilities be involved in design, and that there be flexibility in renovation programs to cover changing needs.

With respect to **location**, people want housing to be available across the Region and in a variety of housing stock. This refers both to the design, for example apartments and townhouses, and to the citizenry, for instance seniors, families and singles.

Regarding **availability**, IDEAL identified a general lack of accessible housing in the Region. Perhaps as a result, people are not happy with the system used to allocate accessible units. They called for clear, fair policy on availability and eligibility.

Cost is a problem for people with physical disabilities, regardless of where they live, and whether they are owners or tenants. It manifests itself in a variety of ways.

4.2 The Chairman's Task Force on Affordable Housing

In its investigation of the need for affordable housing, the Chairman's Task Force identified a number of groups in the community who have special housing needs. Five groups were identified:

1. People With Physical Disabilities
2. The Homeless

3. People with Developmental Disabilities
4. Victims of Family Violence
5. People with Psychiatric Disabilities

4.2.1 People with Physical Disabilities

For information about the needs of people with physical disabilities, the Chairman's Task Force on Affordable Housing turned to Statistics Canada. An estimate of the number of people with physical disabilities who live in the Region of Hamilton-Wentworth was made by Statistics Canada, using the National Health Activities Limitations Survey and the 1986 Census.

This is the first time such an estimate has been made. The quality of the data for the people who were surveyed and the resulting census derived estimates are quite good. Several people who responded to the Preliminary report pointed out that some people who require residential care facilities are homeless. The Census taking process did not collect any information about homeless people in 1986. As a result the numbers of people who require residential care services because of physical disabilities will be underestimated.

As people age, the likelihood of becoming disabled increases. It is estimated there are approximately 15,000 people over the age of 65 who would have some disability. The majority needed some form of aid to move around outside and in their own home.

The Chairman's Task Force report also found affordability to be an issue for people with physical disabilities. In 1985, only 16% had incomes greater than \$20,000.

"The housing requirements of the physically disabled (sic) range from the need for modified units to the need for services and supportive living opportunities. The concepts of barrier free design, access to required services and integration into the community must be applied in responding to the housing needs of the disabled (sic), in order to ensure opportunities for both independence and community participation.

In the construction of new assisted units...roughly 5% of new units should be for disabled persons. . . . (M)odifications to these units (should) suit the particular needs of the clients. This can be accomplished by constructing units consistent with principles of barrier free design and by providing opportunities for client participation in unit design.

There is a percentage of disabled individuals that require modifications. . . . According to a 1986 study by the Social Planning and Research Council, the primary reasons why modifications are not made include expense, difficulties in assessing needs, and nature of shelter (ie. rented).

...(D)iscussions with service providers indicated there are other groups of physically disabled persons (sic) in need of special housing. The supportive living projects turn away applicants who are physically disabled and in need of a certain amount of supportive care but not to the extent provided in the supportive living units. There

appears to be no real alternative for those who need only a minimal amount of support and who still need more services than a regular subsidized apartment provides.

Housing which is specially designed to meet the needs of people who are deaf is of limited availability as well. According to the Canadian Hearing Society there are approximately 1,200 profoundly deaf (make use of sign language) in Hamilton-Wentworth. Close to 60% of these people have an annual income below the poverty line. Currently there are no specific programs oriented to helping the deaf population (sic) find housing and making necessary modifications."

4.2.2 The Homeless

"The Homeless are a diverse group with representation from both men and women, youth, families, refugees, and post-psychiatric patients. . . . people living literally without shelter; people who use the emergency shelter system as a permanent form of accommodation; tenants living in overcrowded, substandard housing; and, tenants who pay more than 50% of their income on rent. Factors affecting homelessness include: the loss of affordable housing; low rental housing production; low income; low rates of social assistance and deinstitutionalization.

There are four hostels in Hamilton that solely serve the homeless population. All 4 serve only males. . . . An estimated 150 were identified as being habitual users. . . . There is an apparent need for a female hostel for single homeless women.

Because a large number of homeless women are psychiatrically disabled, the only other current places for females, the shelters for battered women, are reluctant to admit them. . . . Likewise, psychiatrically disturbed men have special needs and cannot be housed in regular hostels either. It would appear that separate, very specialized shelters are required for both psychiatrically disturbed men and women who are homeless.

There is a need for a continuum of housing options that address the problems which contribute to homelessness and the supports that may be necessary to maximize opportunities for independence and community participation."

4.2.3 People with Developmental Disabilities

A number of agencies in the community run transitional residential programs to teach living skills to people with developmental disabilities so they can live independently. A total of 130 spaces are run for this purpose. "There is a central waiting list with approximately 200 names. . . . Because of high demand the waiting list is closed." The Association of Agencies for Treatment and Development (AATD), through its database on people with developmental disabilities, provides additional evidence of the need for transitional housing. When last updated in 1988, "50% of the 485 individuals surveyed were considered to be appropriately housed while 13% were felt to be extremely inappropriately housed. . . . These individuals were identified as potentially benefiting from a group home where life skills are taught so they could live independently."

"The CNIB currently runs the only multi-handicapped facility in the province. . . . It was felt by staff that at least 35 of the 57 clients at the facility could be given training in independent living and eventually reside in their own residence."

"Agencies working with the developmentally handicapped have experienced difficulty in finding accommodations for their clients. . . . (T)he sole income for the majority is the Family Benefits Disability Allowance...and they have difficulty finding affordable housing."

4.2.4 Victims of Family Violence

"There are four shelters in Hamilton that serve...the entire Region. . . . During most of the year the homes are full to capacity and the number of turn-aways have been increasing. . . . There is an obvious need for more transition home space to aid women in abusive situations.

. . . .

Because of the lack of options such a second stage housing and permanent affordable housing a number of women return to their former abusive situation. Current estimates suggest approximately 50% return to an abusive situation because no housing is available. Greater provision of adequate and affordable housing in conjunction with support services is needed to help victims of domestic violence."

4.2.5 Psychiatrically Disabled

"Although no assessment was made of the demand for additional housing for the psychiatrically disabled, a number of problems were identified. The Task Force identified a need for the development of a central placement service and a need for an overall comprehensive housing plan to meet the needs of the psychiatrically disabled. . . . The Task Force also discussed the fact that housing alone cannot solve the problems of the psychiatrically disabled. The provision of housing must be complemented with proper supportive services, public education and adequate financial resources.

. . . .

The Task Force also pointed out a number of problems with second level lodging homes. Overall the impression received from residents was that they did not feel they could do things they would expect to do in their own home. Many are looking for alternatives but there are limited opportunities for this group due to a lack of support services and income problems.

Discussions with staff at the Canadian Mental Health Association reinforces the fact that there is a lack of affordable housing options for the psychiatrically disabled."

5.0 Analysis of Services Provided

A total of 16 types of residential care facilities were identified in the Region of Hamilton-Wentworth, providing a total of 6,186 beds/units in 216 centres. The average size is 28.5 beds/units in each facility. Services are provided to 16 identified populations. This section of the report examines four aspects of the survey results in more detail: the type of facilities, the populations served, licensing, and funding sources. It concludes with a discussion of issues raised through the analysis and survey process.

5.1 Type of Facilities

Table I illustrates the distribution of beds/units in each community by type of facility. The bulk are located in Hamilton, followed by Dundas and Stoney Creek:

TABLE I: DISTRIBUTION OF BEDS/UNITS BY COMMUNITY AND TYPE OF FACILITY

Type of Care Facility	City						
	Anc	Dun	Flam	Glan	Ham	St Crk	Total
Detox/Residential Treatment					109		109
Community Resource Centre		20			78		98
Residence for Developmentally Handicapped		38			296		334
Hostel/Emergency Shelter					298		298
Group Home/Mental Health	4	45			107	12	168
Home for the Aged		579			428		1007
Hospital - Chronic Care					523		523
Second Level Lodging Home		91	68		1558	7	1724
Maternity Home					30		30
Nursing Home		80			1141	293	1514
Open Custody Residence					34		34
Residence for People with Physical Disabilities				44	25		69
Home for Special Care					61		61
Secure Custody Residence for Youth					22		22
Supported Semi-Independent Living	40	46			103		189
Residence for Transitional Living					6		6
Total	44	899	68	44	4819	312	6186

In the Region, over 2/3 of the beds/units are in nursing homes (24.5%), second level lodging homes (27.9%) and homes for the aged (16.2%). This pattern varies somewhat in each area municipality. Ancaster's beds are divided between a group

home (9%) and a private retirement residence (91%). In Dundas, 64% of beds are located in homes for the aged, with smaller concentrations in second level lodging homes and a nursing home (10.1% and 8.9% respectively). In Flamborough, all beds are reported to be in a second level lodging facility, while in Glanbrook, one facility provides housing for people with physical disabilities. In Hamilton, which has beds in all of the care facility classifications surveyed, the largest number of beds/units are located in second level lodging homes (32%), nursing homes (24%), chronic care facilities in the hospitals (11%) and homes for the aged (8.9%). The majority of beds in Stoney Creek are in nursing homes (94.0%).

Looking at the distribution by type of facility, there tends to be a concentration in Hamilton, with a limited number in the remaining municipalities. The exceptions to this are homes for the aged and residences for people with physical disabilities, located primarily in Dundas and Glanbrook respectively.

RESIDENTIAL CARE FACILITIES

REGION OF HAMILTON WENTWORTH

FLAMBOROUGH

DUNDAS

JAMES ST

GAGE AVE

BURLINGTON ST

BARTON ST

FENNELL AVE

MAIN ST

MCLEOD RD

KING ST

LIMERIDGE RD

HWY. NO. 8

STONE CHURCH RD

RYMAL RD

STONEY CREEK

ANCASTER

GLANBROOK

HWY. NO. 56

The maps on the following pages illustrate these trends quite clearly. The first illustrates the location of all of the care facilities in the Regional Municipality

RESIDENTIAL CARE FACILITIES REGION OF HAMILTON WENTWORTH

FLAMBOROUGH

RESIDENTIAL CARE FACILITY HAMILTON WENTWORTH

- 2nd LEVEL LODGING
- RES. DEVT. DISABILITY
- NURSING HOMES

DUNDAS

JAMES ST.

GAGE AVE.

BURLINGTON ST

BARTON ST.

MAIN ST.

KING ST.

FENNELL AVE.

HAWK RD.

LIMERIDGE RD.

STONE CHURCH RD.

RYMAL RD.

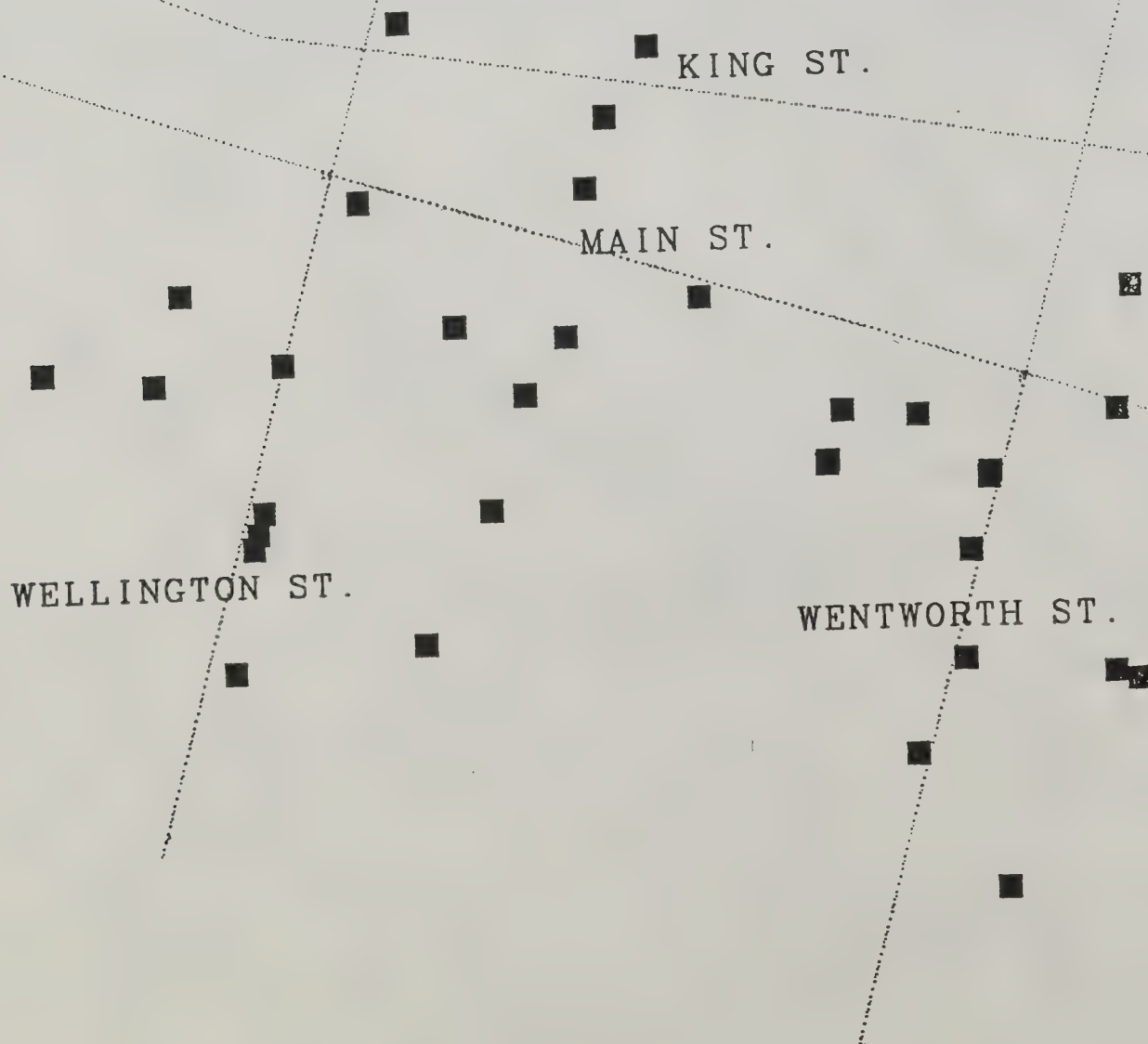
ANCASTER

STONEY CREEK

GLANBROOK

The second shows the high concentrations of second level lodging homes below the Mountain in Hamilton and in Dundas, and the relatively more even distribution of residences for people with developmental disabilities and nursing homes. Together, these facilities comprise 2/3 of the beds in Region.

RESIDENTIAL CARE FACILITIES NEIGHBOURHOOD 6601



The third and fourth maps illustrate the locations of facilities in the Stinson and Durand Neighbourhoods rank first and second in the number of facilities within their boundaries.

RESIDENTIAL CARE FACILITIES

NEIGHBOURHOOD 6701

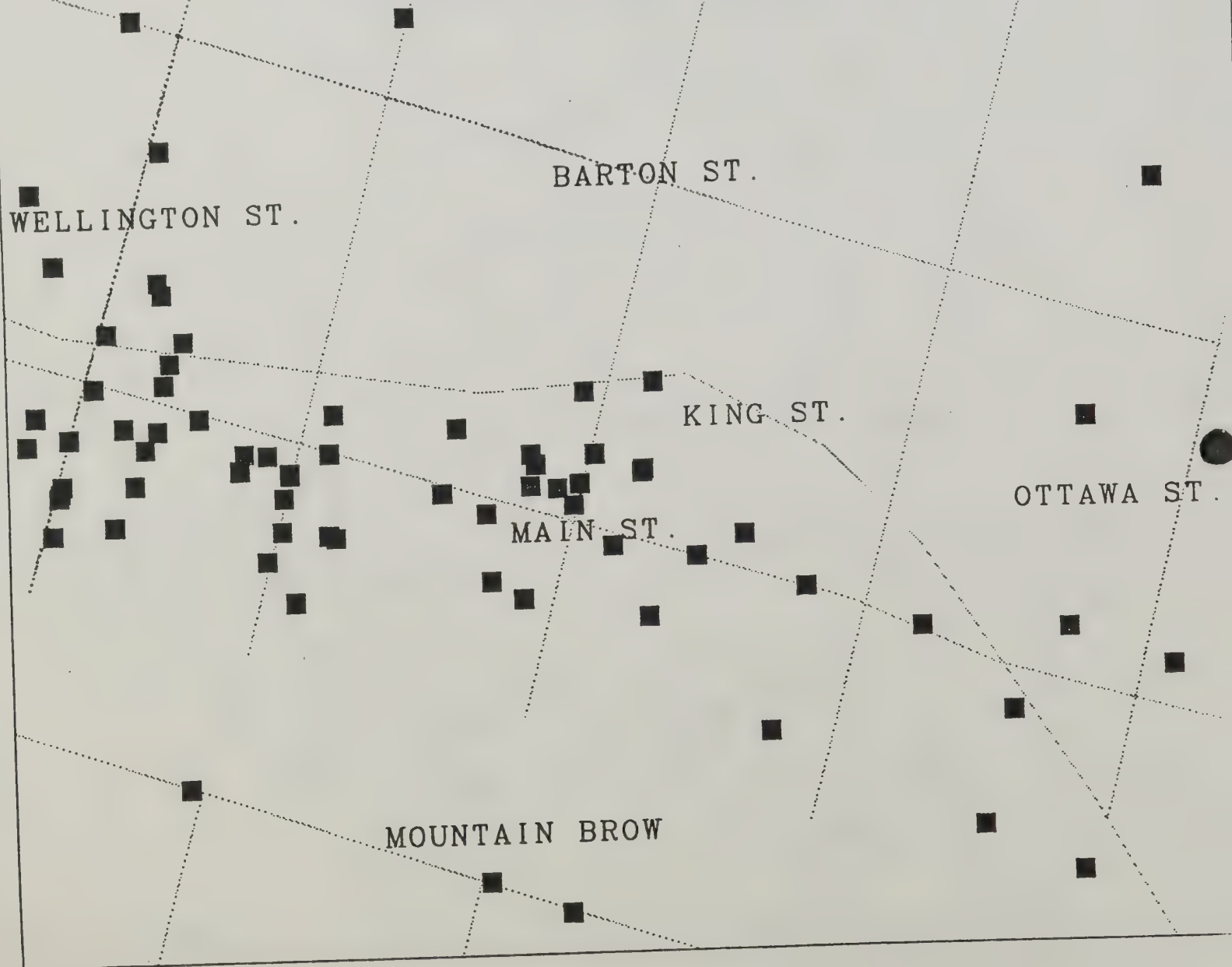
KING ST.

MAIN ST.

QUEEN ST.

JAMES ST.

RESIDENTIAL CARE FACILITIES NEIGHBOURHOOD 6600



The final map illustrates the distribution of facilities in the 6600 planning area of Hamilton, which has 25% of all facilities in the Region.

Table II illustrates the distribution of the facilities in the Region (as distinct from the beds/units):

TABLE II: DISTRIBUTION OF FACILITIES BY COMMUNITY AND TYPE OF FACILITY

Type of Care Facility	City						
	Anc	Dun	Flam	Glan	Ham	St Crk	Total
Detox/Residential Treatment					7		7
Community Resource Centre		1			4		5
Residence for Developmentally Handicapped		6			40		46
Hostel/Emergency Shelter					9		9
Group Home/Mental Health	1	4			10	2	17
Home for the Aged		2			3		5
Hospital - Chronic Care					6		6
Second Level Lodging Home		5	1		72	1	79
Maternity Home					2		2
Nursing Home		1			10	4	15
Open Custody Residence					4		4
Residence for Persons with Physical Disabilities				1	1		2
Home for Special Care					8		8
Secure Custody Residence for Youth					1		1
Supported Semi-Independent Living	1	3			6		10
Residence for Transitional Living					1		1
Total	2	22	1	1	184	7	217

The majority of the facilities are located in Hamilton (85%), followed by Dundas (10%). There is no single type of facility available in every area municipality.

The distribution of facilities differs from the number of beds. In the Region as a whole, second level lodging homes most frequently (36%) followed by residences for the developmentally handicapped (21%), group homes for mental health (8%), and nursing homes (7%). Again there is some variation within area municipalities. In Dundas, the greatest number of residences are for people with developmental handicaps followed by second level lodging homes and group homes for mental health. Hamilton follows the Regional pattern. In Stoney Creek, nursing homes occur most frequently.

Table 3 illustrates the average size of facilities by community.

TABLE III: AVERAGE # OF BEDS/UNITS BY COMMUNITY AND TYPE OF FACILITY

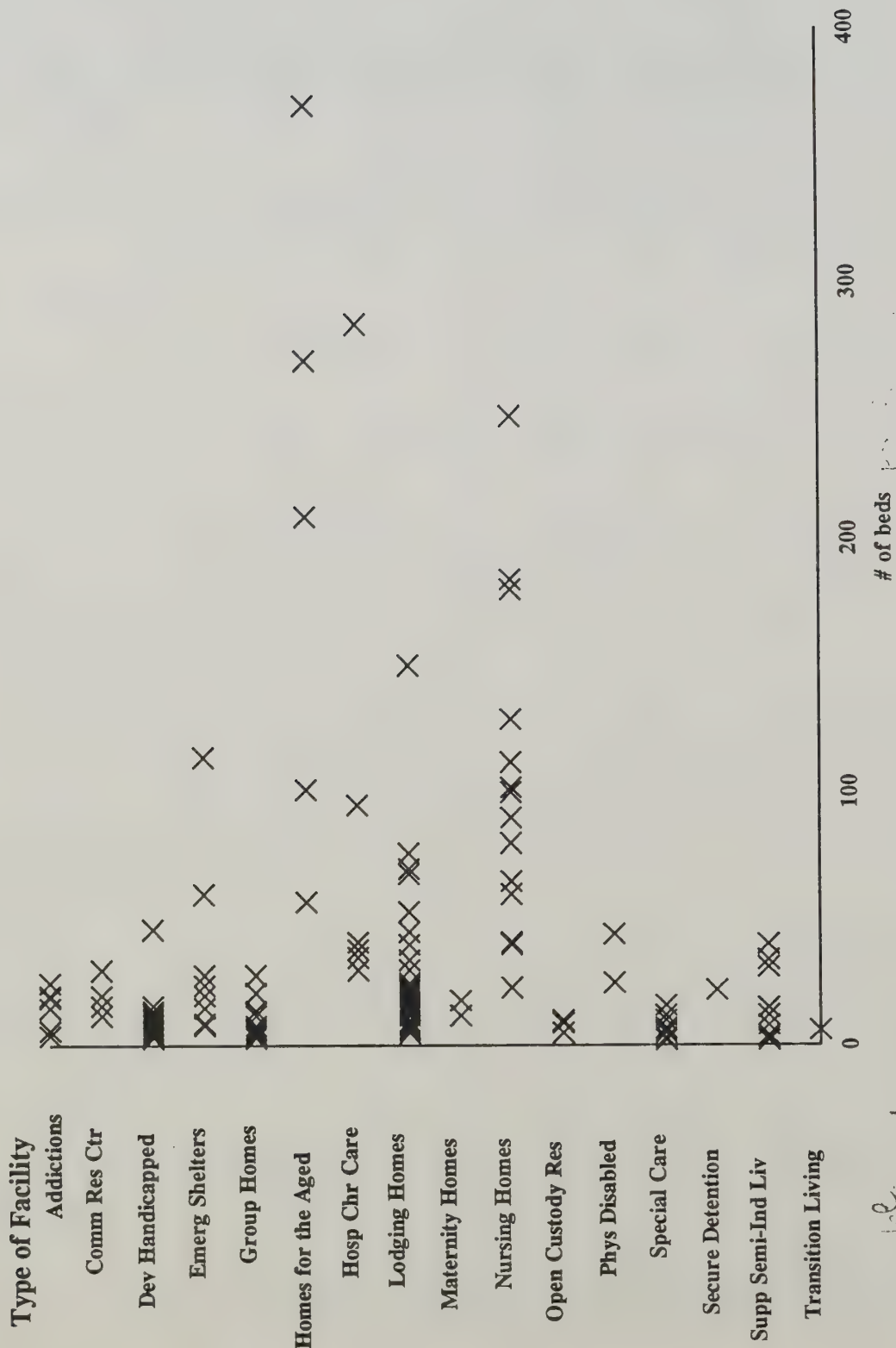
Type of Care Facility	City						
	Anc	Dun	Flam	Glan	Ham	St Crk	Total
Detox/Residential Treatment					15.6		15.6
Community Resource Centre		20			19.5		19.6
Residence for Developmentally Handicapped		6.3			7.4		7.3
Hostel/Emergency Shelter					33.1	6	33.1
Group Home/Mental Health	4	11.3			10.7	7	9.9
Home for the Aged		289.5			142.7		201.4
Hospital - Chronic Care					87.2		87.2
Second Level Lodging Home		18.2	68		21.6		21.8
Maternity Home					15		15.0
Nursing Home		80			114	73.3	100.1
Open Custody Residence					8.5		8.5
Residence for People with Physical Disabilities				44	25		34.5
Home for Special Care					7.6		7.6
Secure Custody Residence for Youth					22		22
Supported Semi-Independent Living	40	15.3			17.2		18.9
Residence for Transitional Living					6		6
Total	22	40.9	68	44	26.8	44.5	28.5

There is tremendous variation in facilities by size and type, with homes for the aged, nursing homes and chronic care facilities far and away the largest. Again, there are some interesting variations between area municipalities. In Dundas, the average size of homes for the aged is much larger than in Hamilton, the other community with this type of facility. In Flamborough, the second level lodging home size is much larger than in other communities. The residences for people with physical disabilities also vary considerably in size.

The following scattergram illustrates the range in facility size by type of facility in the Region.

Residential Care Facilities

Distribution of beds



we've
a legal help
would be fine

Generally speaking, facilities tend to be smaller: 15% of all facilities have less than 6 beds/units; a further 33% have from 6 to 10 beds. There are relatively few large facilities: 14 or 6% have one hundred beds or more.

5.2 Population Served

Information collected about the populations served came from about 211 of the facilities surveyed. A total of 15 populations were identified:

- People with addictions to alcohol
- People with an addiction to drugs
- People who are autistic
- Children requiring mental health services
- Homeless families
- Homeless men
- Homeless and/or abused women
- People with developmental disabilities
- People with physical disabilities
- People on probation and/or parole
- People with psychiatric disabilities
- Senior citizens
- Single mothers
- People who are young offenders
- Adults with head injuries

The following table illustrates the number of beds available to each population.

TABLE IV: NUMBER BEDS/UNITS AVAILABLE BY POPULATION

Population Group	Anc	Dun	Flam	Glan	Ham	St Crk	Total
People with an addiction to alcohol					349		349
People with an addiction to Drugs					161		161
People who are autistic					7		7
Children requiring mental health services	4	45			101	12	162
Homeless families					85		85
Homeless men					222		222
Homeless and/or abused women					64		64
People with developmental disabilities		50			522		572
People with physical disabilities		30		44	531		605
People on probation and/or parole		20			102		122
People with psychiatric disabilities		15			1234	7	1256
Senior citizens	40	784	68		3096	148	4136
Single mothers					59		59
People who are young offenders					56		56
Adults with head injuries					107		107
Total	44	944	68	44	6696	167	8003

It should be noted that the number of beds has increased from the number discussed earlier under the section "types of facilities". This is because the people who completed the survey frequently reported providing service to more than one population.

Half of all the beds/units in the Region are available to Seniors. Three quarters of these beds are in Hamilton, with the remainder concentrated in Dundas (10% of the Region's total). The next largest group of beds/units are available to people with psychiatric disabilities (16% of all beds/units). These are even more concentrated in Hamilton than the beds/units available to Seniors (98% of all beds available to people with psychiatric disabilities are located in Hamilton).

The next table illustrates the number of facilities available to each population. Again, the number of facilities is larger because they often serve more than one population.

TABLE V: NUMBER OF FACILITIES AVAILABLE BY POPULATION

Population Group	Anc	Dun	Flam	Glan	Ham	St Crk	Total
People with an addiction to alcohol					12		12
People with an addiction to Drugs					8		8
People who are autistic					1		1
Children requiring mental health services	1	4			10	2	17
Homeless families					5		5
Homeless men					4		4
Homeless and/or abused women					4		4
People with developmental disabilities		8			50		58
People with physical disabilities	1	5		1	23		30
People on probation and/or parole		1			6		7
People with psychiatric disabilities		1			59	1	61
Senior citizens	1	9	1		64	3	78
Single mothers					4		4
People who are young offenders					4		4
Adults with head injuries					3		3
Total	3	28	1	1	257	6	296

Facilities tend to be less concentrated than the beds. This is a reflection of the large number of smaller facilities surveyed. As a result, Seniors are housed in 26% of the facilities, people with psychiatric disabilities in 21%, and people with developmental disabilities in another 20%. Seniors' facilities tend to be larger, and this accounts for the relative paucity of seniors facilities as compared with beds/units.

The majority of the facilities are again concentrated in Hamilton (87%), followed by Dundas (9%).

Table VI compares the distribution of beds with the general population of Hamilton-Wentworth. There is some disparity between the number of beds and the populations served, assuming the distribution of need is consistent with the general population.

Table VI: Distribution of Beds/Units and Population by Community

Community			% of Total	
	Population	# of Beds/Units	Population	# of Beds/Units
Ancaster	17,445	41	4.1	.7
Dundas	20,120	899	4.8	14.3
Flamborough	25,680	68	6.1	1.1
Glanbrook	9,615	44	2.3	.7
Hamilton	306,785	4,933	72.5	78.3
Stoney Creek	43,555	312	10.3	5.0
Total	423,200	6,297	100.1	100.1

When percentage of beds is compared with municipal population it is evident that Dundas has a large oversupply, and Hamilton a modest one. The remaining area municipalities are significantly undersupplied. It will be recalled from the earlier two tables that Hamilton serves the greatest diversity of populations.

A comparison with the general population is somewhat unsatisfactory, for a number of reasons. As one example, it is often argued there is no need for care facilities because the people with special housing needs tend to live in Hamilton. This may be true, but as this study shows, they may tend to live in Hamilton because facilities tend to be there. Also, as the Chairman's Task Force on Affordable Housing has pointed out, it is difficult to identify the special housing needs of vulnerable groups of people in the community. The Social Services Department has been charged with the responsibility of surveying these needs in the first six months of 1992.

5.3 Sources of Funding

The survey recorded information about four sources of funding: the Ministries of Health, Community and Social Services and Corrections, and the Regional Municipality of Hamilton-Wentworth. Information about funding sources was collected from 213 facilities.

The following table illustrates the distribution of funding by beds/units in each community by source of funding:

TABLE VII: FUNDERS OF BEDS/UNITS BY COMMUNITY

	ANC.	DUN.	FLAM.	GLAN.	HAM.	S.C.	TOTAL
Ministry of Community & Social Services	4	674		44	1681	19	2422
Ministry of Corrections		20			164		184
Ministry of Health		80			1864	300	2244
Region of H-W		236	68		1638	7	1949
TOTAL	4	1010	68	44	5347	326	6799

Together the Ministries of Health and Social Services provide funding to over 2/3 of all of the beds/units in the Region. The Regional Municipality funds 29%, with the balance funded by the Ministry of Corrections. Five facilities (one in Ancaster and the balance in Dundas) identified no funders.

The majority of the funded beds are in Hamilton (79%), followed by Dundas (15%). In Hamilton, the Ministry of Health funds most beds/units (35%), followed by the Ministry of Community and Social Services (31%) followed by the Region (30%). In Dundas, the Ministry of Community and Social Services provides funding for the largest number of beds (67%), followed by the Ministry of Housing (23%). In Stoney Creek, the Ministry of Health funds the majority of the beds/units (92%).

Respondents identified several other funders, including the departments of the federal government and the provincial Ministry of Housing. Respondents also frequently identified more than one source of funding.

The following table illustrates the distribution of facilities by funding source in each community:

TABLE VIII: FUNDERS OF FACILITIES BY COMMUNITY

	ANC.	DUN.	FLAM.	GLAN.	HAM.	S.C.	TOTAL
Ministry of Community & Social Services	1	14		1	101	3	120
Ministry of Corrections		1			11		12
Ministry of Health		1			32	5	38
Region of H-W		3	1		72	1	77
TOTAL	1	19	1	1	216	9	247

The Ministry of Community and Social Services provides funding to 49% of the facilities receiving public support in the Region. The Regional Municipality of Hamilton-Wentworth funds almost 31%. The Ministry of Health provides assistance to 15% of the publicly supported facilities, and the Ministry of Corrections, 5%.

The majority of the facilities are in Hamilton (87%), followed by Dundas (8%). In Stoney Creek the Ministry of Health supports more facilities than the other public funders.

The next table shows the average size of facilities by funding source in each community:

TABLE IX: AVERAGE SIZE OF FACILITIES BY FUNDING SOURCES

Funder	Anc	Dun	Flam	Glan	Ham	St Crk	Total
MCSS	4	48		44	17	6	20
Min of Corrections		20			15		15
Min of Health		80			58	60	59
Region of H-W		79	68		23	7	25
Total	4	53	68	44	25	36	28

The Ministry of Health funded facilities tend to be large, and in comparison with the others, almost twice the average size of all facilities in the Region.

5.4 Licensing Agencies

The next table illustrates the distribution of beds/units by Licensing Agency in each community:

TABLE X: DISTRIBUTION OF BEDS/UNITS IN EACH COMMUNITY

Licenser	Anc	Dun	Flam	Glan	Ham	St Crk	Total
MCSS		304		44	1,059	12	1,419
Min of Corrections		20			98		118
Min of Health		450			1,795	293	2,538
Town of Dundas		125					125
Town of Flamborough			68				68
City of Hamilton					1,646		1,646
City of Stoney Creek						7	7
Total	0	899	68	44	4,598	312	5,921

The information in Table X adds another dimension to patterns already identified. It is more common to be licensed by the Ministry of Health than by other provincial ministries or municipalities. The Ministry of Health licences more beds than it funds (2,538 compared with 2,244). There is significant variation in licensing patterns by community. Licensing by the local municipalities is directly related to the second level lodging home by-laws.

5.5 Discussion of Results

This section of the report examines the critical feedback received in response to the first draft of this report. This feedback is important to the recommendations which conclude this report. There are three aspects to this discussion. First, there are limitations to the data, of which people using the report need to be aware. Second, people who received the first report were asked to speak about ways to make the report more useful to them. While this report does incorporate some of those suggestions, it does not include all of them. Those suggestions which were not incorporated are discussed below.

Third, people who received the first report were asked to discuss issues which concern them about housing in the Regional Municipality of Hamilton-Wentworth.

5.5.1 Limitations of the Data

During the review of the data, a number of questions arose. This is quite common when a survey is used for the first time, even when pre-testing occurs, as it did in this case.

The list of the type of facilities was set in consultation with licensing agencies. The definition of these types was not included in the survey form. Some facilities were incorrectly identified in the course of the survey as a result.

This was a particular problem for facilities which are not licensed. It is virtually certain that this list will exclude some of the unlicensed facilities in the community simply because we started with a list of licensed agencies.

Some facilities offer more than one service and do not specifically dedicate beds for each purpose. It is difficult to capture this flexibility in service.

Agencies identified far more funders than the list of four offered. This report can only discuss the four funders identified in the survey as a result. Consideration should be given to expanding the list of funders depending upon the purpose for collecting this information.

5.5.2 Things people asked for which were left out

In all cases, the reason for omitting information requested was the length of time it would take to collect it:

1. The zoning designation where facilities are located.
2. An estimate of need by population served.
3. A description of the criteria for becoming eligible for each type of housing.

The second point was partly addressed in the discussion of need, but as is clear from that discussion, establishing need is a challenging process.

5.5.3 Issues of concern

One of the difficulties which has arisen in public policy responses to housing needs is the separation of the structure from the activities which go on inside. As people with disabilities are aware, housing is not housing unless it is possible to live in it. For this reason, this discussion is not structured around this division, but looks instead at distribution, quality and supply/need.

5.5.3.1 Distribution

The report clearly points to a concentration of residential care facilities in the neighbourhoods surrounding downtown Hamilton. Two factors which contribute to this pattern were identified: first is the presence of appropriate services in the area. The second is municipal zoning regulations. The concentration was a concern, particularly related to services for people with psychiatric disabilities. The data from the study certainly reflects this concern. Accommodation for people with psychiatric disabilities is overwhelmingly concentrated in Hamilton (98% of all beds) and in the neighbourhoods around the downtown specifically (67% of all beds). The choices are clearly limited and public policy needs to address this issue. Zoning and suitable support services need to be elements of the policy.

5.5.3.2 Quality

The primary concern was with inconsistencies in the quality of residential care facilities. Inconsistencies were identified in three areas:

1. **housing stock:** some is substandard with respect to wiring, plumbing, heating and maintenance
2. **nutrition:** there is variation in food service and nutrition care
3. **funding:** there is variation between services depending upon the source of funding (the Ministry of Health and the Ministry of Community and Social Services were specifically identified).

Questions related to these issues were not included in the survey which led to this report. There are some mechanisms in place to maintain quality service, such as inspections, standards by-laws and licensing procedures. Since these concerns were raised, it suggests the need to review the effectiveness of these measures in maintaining quality.

5.5.3.3 Supply/Need

Because this survey focused on the existing supply, it is to be expected that questions around the need for housing would be raised. The one raised most often was the need for affordable housing which allowed people to have some choice about where they will live in the community. Three groups of housing consumers were specifically identified: people with psychiatric disabilities, the frail elderly, and people who are hard to house, which includes many of the populations identified in this study.

From the data collected through the survey, it is clear people with psychiatric disabilities have limited housing choices: over 70% of all housing for these consumers is in second level lodging homes. Data were not collected about the frail elderly. The general result of the analysis is to point out the concentration of care facilities in Hamilton for the third group, the hard to house. This discussion again raises the issue of identifying housing need in the community.

6.0 Conclusion

This survey and subsequent analysis was intended to provide a comprehensive listing of all of the residential care facilities and related supportive services in the Region of Hamilton-Wentworth. The process of completing this task has demonstrated the extent of the challenge this posed. In spite of its limitations it raises several policy issues for further exploration.

First it is necessary to include the need for residential care facilities in the Region as part of this study in order to be able to establish the relative adequacy of the services provided.

Second, information about the distribution of services and the maps, illustrates one of the consequences of policies concerning about care facilities. This is a high concentration of facilities in three areas in the Region. Social service agencies are finding the location of facilities in these areas more difficult because of the high concentration. Yet at the same time, it is increasingly difficult to justify moving services outside this area because the complimentary support services tend to be located in the same areas as the care facilities, and municipal policies generally tend to support the location of residential care facilities only when the requisite support services are in place.

Next, the process used to collect the data needs to be revised, in order to facilitate quick updates to the list. This will require collaboration between municipalities and provincial departments on an ongoing basis. The licensing agencies were very helpful in the compilation of the data in this report. Perhaps this will be the basis for ongoing collaboration.

Finally, a strategy for collecting information about unlicensed care facilities also needs to be developed. During completion of this research, an association of residential care facilities operators was identified. Collaboration with this association would be essential in producing a complete listing.

Appendices

Appendix A: Sources of Data Collection

The following sources were canvassed to provide listings for the Residential Care Facilities Survey

Homes for Special Care

Brian Leckie, Hamilton Psychiatric Hospital, Community Housing Co-ordination Service, 575-6008

Hostels & Emergency Shelters

Shelter and Housing Unit, Social Services Department, Regional Municipality of Hamilton-Wentworth, 546-2220

Second Level Lodging Homes

Hamilton Steve Dembe, Manager, Licensing Division, City of Hamilton. 546-2752

Dundas Licensing, Town of Dundas. 628-6327

Stoney Creek Licensing, City of Stoney Creek. 643-6161

Flamborough Town of Flamborough, General Inquiry. 524-0322

Ancaster Ancaster Community Information. 648-6675

Glanbrook Township of Glanbrook. General Inquiry. 679-6537

Nursing Homes, Hospital (Chronic Care), Detox

Ministry of Health Information, 1-800-268-1153

Homes for the Aged, Open Custody Residences, Maternity Homes, Group Homes, Residences for Developmentally Handicapped

Fran Lennie, Ministry of Community and Social Services, Community Programs Assistant, 521-7530

Open Custody Residences, Community Resources Centres

Ministry of Correctional Services

Hamilton Centre: 521-7527

Hamilton East: 549-9977

Hamilton East/Mtn.: 387-5453

Other

Community Information Services: 528-0104

Long Term Care Outreach List

"A Starting Point" - A Guide to Services for Parents of Disabled Children. Prepared by Children's Hospital of Chedoke-McMaster and the Easter Seal Society.

APPENDIX B
ALPHABETICAL LISTING OF FACILITIES BY
TYPE OF FACILITY

DETOXIFICATION/RESIDENTIAL TREATMENT

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
BOLD PARK LODGE INCORPORATED	69 BOLD ST	HAMILTON	L8P 1T6	528-1504	6701	HA	15
CHEDOKE-MCMASTER HOSPITAL-CHEDOKE	I BOX 2000 STATION A	HAMILTON	L8N 3Z5	521-2100	7110	HE	20
HAMILTON GEN. DIV. DETOXIFICATION UNIT	130 WILSON ST E	HAMILTON	L8R 1E2	527-9264	6703	HE	19
HAMILTON WOMEN'S DETOX CENTRE	48 ROSSLYN AVE N	HAMILTON	L8L 7P2	545-9100	6605		6
MORELAND CENTRE	SANTORIUM RD	HAMILTON	L8N 3Z5	521-7925	7111	HE	25
SALVATION ARMY REHAB RESIDENCE	94 YORK BLVD	HAMILTON	L8R 1R6	527-2755	6704		114
WAYSIDE HOUSE OF HAMILTON	15 CHARLTON AVE W	HAMILTON	L8P 2B8	528-8969	6701	HA	20
WAYSIDE THREE-QUARTER HOUSE	9 CHARLTON AVE W	HAMILTON	L8P 2B8	528-8969	6601	HA	4

COMMUNITY RESOURCE CENTRE

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
CALVERT HOUSE COMMUNITY RESOURCE	CE 535 MAIN ST E	HAMILTON	L8M 1H9	523-4390	6607	CR	16
ELIZABETH FRY SOCIETY	50 EAST AVE N	HAMILTON	L8L 5H5	522-3343	6608	CR	12
OSLER HOME	34 HATT ST	DUNDAS	L9H 2E9	627-1632	0	CR	20
ST. LEONARD'S TREATMENT CENTRE	24 EMERALD ST S	HAMILTON	L8N 2V2	529-8494	6608	CR	30
ST. LEONARD'S - ROBERT ST. RESIDENCE	73 ROBERT ST	HAMILTON	L8L 2P2	572-1150	6703	CR	20

RESIDENCE FOR DEVELOPMENTALLY HANDICAPPED

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licensing Agency	Licensed Capacity
APPLEFORD GROUP HOME	41 APPLEFORD RD	HAMILTON	L9C 6B5	388-3377	7101	CO	6
CHARLTON FAMILY SUPPORT PROGRAM	272 CHARLTON AVE W	HAMILTON	L8P 2E2	528-0281	6803	CO	9
HAMILTON ACL 116	116 KENSINGTON	HAMILTON		528-0281	0	CO	7
HAMILTON ACL 2	2 HEATH ST	HAMILTON	L8H 3Y5	528-0281	6511	CO	13
HAMILTON ACL 265	265 MOHAWK RD	HAMILTON		528-0281	0	CO	8
HAMILTON ACL 41	41 APPLEFORD RD	HAMILTON	L9C 6B5	528-0281	7101	CO	7
HAMILTON ACL 91	91 KENTLEY DR	HAMILTON	L8E 3N8	528-0281	6406	CO	11
HAMILTON ACL 948	948 UPPER SHERMAN AVE	HAMILTON	L8V 3W3	574-4388	7203	CO	6
HAMILTON ACL 999	999 MOHAWK RD E	HAMILTON	L8H 2R9	383-3522	7304	CO	8
HEATH RESIDENCE	2 HEATH ST	HAMILTON	L8H 3Y5		6511	CO	12
HORIZON HOUSE HAMILTON I	130 DUFFERIN ST	HAMILTON	L8S 3N6	522-8861	6905	CO	6
HORIZON HOUSE HAMILTON II	18 HATT ST	DUNDAS	L9H 2E8	627-7233	0	CO	8
HORIZON HOUSE HAMILTON III	15 LORRAINE DR	HAMILTON	L8T 3R8	574-1577	7301	CO	4
KENSINGTON RESIDENCE	116 KENSINGTON AVE S	HAMILTON	L8M 3H3	547-1993	6604	CO	6
KENTLEY RESIDENCE	91 KENTLEY DR	HAMILTON	L8E 3N8	561-3144	6406	CO	10
LAWSON LODGE	1600 MAIN ST W	HAMILTON	L8S 1G1	527-6212	6902	CO	12
L'ARCHE HAMILTON 1	78 SHERMAN AVE S	HAMILTON	L8M 2P7	544-5401	6607	CO	4
L'ARCHE HAMILTON 2	116 HOLTON AVE S	HAMILTON	L8M 2L5	544-5401	6602	CO	6
MACINTOSH CHILDREN'S RESIDENCE 47	47 DELAWARE AVE	HAMILTON	L8M 1T5	527-1313	6602	CO	14
MACINTOSH CHILDREN'S RESIDENCE 43	43 DELAWARE AVE	HAMILTON	L8M 1T5	527-1313	6602	CO	6
MOHAWK RESIDENCE	265 MOHAWK RD E	HAMILTON	L9A 2H5	383-6118	7207	CO	8
RYGIEL HOME I	418 WHITNEY ST	HAMILTON	L8S 2H7	525-4311	6901	CO	3
RYGIEL HOME II	1760 MAIN ST W	HAMILTON	L8S 1H2	525-4311	6901	CO	3
RYGIEL HOME III	1830 MAIN ST W	HAMILTON	L8S 1H5	525-4311	6901	CO	5
RYGIEL HOME IV	36 RADFORD ST	HAMILTON	L8S 3E6	525-4311	6901	CO	4
RYGIEL HOME IX	31 DON ST	DUNDAS	L9H 4N8	525-4311	0	CO	4
RYGIEL HOME V	38 RAMSEY CRES	HAMILTON	L8S 2N2	525-4311	6901	CO	4
RYGIEL HOME VI	155 LOWER HORNING RD	HAMILTON	L8S 3G8	525-4311	6901	CO	4
RYGIEL HOME VII	29 DUNDAS ST	DUNDAS	L9H 1A1	525-4311	0	CO	3

RESIDENCE FOR DEVELOPMENTALLY HANDICAPPED

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
RYGIEL HOME VIII	27 DUNDAS ST	DUNDAS	L9H 1A1	525-4311	0	CO	3
RYGIEL HOME X	45 THORNDALE CRES	HAMILTON	L8S 3K3	525-4311	6907	CO	4
RYGIEL HOME XI	18 CAROGA CT	HAMILTON	L9C 4R4	525-4311	7102	CO	4
RYGIEL HOME XII	122 HATT ST	DUNDAS	L9H 2G6	525-4311	0	CO	4
RYGIEL HOME XIII	7 OVERFIELD ST	DUNDAS	L9H 3N5	525-4311	0	CO	16
RYGIEL HOME XIV	431 WHITNEY AVE	HAMILTON	L8S 2H6	525-4311	6901	CO	46
RYGIEL HOME XV	66 WEST 28TH ST	HAMILTON	L9C 5A7	525-4311	7109	CO	4
RYGIEL HOME XVI	1830 MAIN ST W	HAMILTON	L8S 1H5	525-4311	6901	CO	3
RYGIEL HOME XVII	418 WHITNEY ST	HAMILTON	L8S 2H7	525-4311	6901	CO	3
RYGIEL HOME XVIII	418 WHITNEY ST	HAMILTON	L8S 2H7	525-4311	6901	CO	5
WOODVIEW MANOR	1760 MAIN ST W	HAMILTON	L8S 2H7	525-4311	6901	CO	3
YWCA ADULT GROUP HOME I	126 JAMES ST S	HAMILTON	L8P 2Z6	528-2031	6701	CO	7
YWCA ADULT GROUP HOME II	75 MACNAB ST S	HAMILTON	L8P 3C1	525-9922	6701	CO	9
YWCA ADULT GROUP HOME III	35 LAURIER AVE	HAMILTON	L9C 3S1	525-9922	7107	CO	6
YWCA ADULT GROUP HOME IV	253 EAST 43RD ST	HAMILTON	L8T 3C4	535-9922	0	CO	5
YWCA ADULT GROUP HOME V	24 KENSINGTON AVE	HAMILTON	L8M 3M4	525-9922	6603	CO	6
	1064 GARTH ST	HAMILTON	L9C 4L6	525-9922	7102	CO	5

HOSTEL/EMERGENCY SHELTER

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
CHARLTON HALL	56 CHARLTON AVE W	HAMILTON	L8P 2C1	529-7143	6701	CO	15
HOPE HAVEN HOMES	984 MONTCLAIR AVE	HAMILTON	L8M 2E6	547-1815	6604	HA	8
INASMUCH HOUSE	126 EMERALD ST S	HAMILTON	L8L 5K6	529-8149	6601	CO	28
INTERVAL HOUSE	1760 KING ST E	HAMILTON	L8K 1V7	547-8485	6504	HA	20

GROUP HOMES

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
BALDWIN HOUSING PROGRAM	257 BAY ST S	HAMILTON	L8P 3J3	577-1127	6701	CO	14
CANADA HOUSE	66 CANADA ST	HAMILTON	L8P 1N9	522-8559	6803	CO	8
CAS GROUP HOME 1	267 GREEN MOUNTAIN RD	STONEY CREEK	L8G 3X4		0	CO	5
CAS GROUP HOME 2	108 RYMAL RD E	HAMILTON	L9B 1C1		7501	CO	7
CAS GROUP HOME 3	58 KENILWORTH AVE S	HAMILTON	L8K 2S8		6503	CO	7
CAS GROUP HOME 4	97 MELROSE AVE S	HAMILTON	L8M 2Y7		6606	CO	6
CAS GROUP HOME 5	9 GOLDCREST DR	STONEY CREEK	L8G 4T4		0	CO	7
CAS GROUP HOME 6	834 HAIG RD	ANCASTER	L9G 3G9		0	CO	4
CAS GROUP HOME 7	RR 1	PARIS	N3L 3E3		0	CO	6
CHEDOKE HOSPITAL (CHILD & FAMILY CENTR	BOX 2000 STATION A	HAMILTON	L8N 3Z5	521-2100	7110	CO	12
HAMILTON WESLEY HOUSE	403 KING ST W	HAMILTON	L8P 1B5	529-8916	6804	CO	8
HATTS OFF CENTRE I	12 HATT ST	DUNDAS	L9H 3E8	628-5669	0	CO	28
HATTS OFF CENTRE II	188 HATT ST	DUNDAS	L9H 5G3	628-1605	0	CO	7
HATTS OFF CENTRE III	5 LINDA CT	DUNDAS	L9H 1S7	628-1762	0	CO	7
HERITAGE YOUTH SERVICES	201 GOVERNORS RD	DUNDAS	L9H 3J7	627-7711	0	CO	3
WESLEY HOUSE	403 KING ST W	HAMILTON	L8P 1B5	529-8916	6804	CO	12

HOMES FOR THE AGED

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
EDGEWOOD HALL RESIDENCE	1686 MAIN ST W	HAMILTON	L8S 1G4	528-8555	6907	CO	57
IDLEWYLD MANOR	449 SANATORIUM RD	HAMILTON	L9C 2A7	574-2000	7110	CO	101
MACASSA LODGE	701 UPPER SHERMAN AVE	HAMILTON	L8V 3M7	575-1500	7609	CO	270
ST. JOSEPH'S VILLA	56 GOVERNORS RD	DUNDAS	L9H 5G7	627-3541	0	HE	370
WENTWORTH LODGE	41 SOUTH ST	DUNDAS	L9H 4C4	628-6359	0	CO	209

HOSPITAL - CHRONIC CARE

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
CHEDOKE-MCMMASTER HOSPITAL-CHEDOKE I BOX 2000 STATION A		HAMILTON	L8N 3Z5	521-2100	7110	HE	95
CHEDOKE-MCMMASTER HOSPITAL-CHEDOKE I BOX 2000 STATION A		HAMILTON	L8N 3Z5	521-2100	7110	HE	41
CHEDOKE-MCMMASTER HOSPITAL-MCMASTE BOX 2000 STATION A		HAMILTON	L8N 3Z5	521-2100	6904	HE	35
HAMILTON CIVIC HOSPITALS-HENDERSON DI 711 CONCESSION ST		HAMILTON	L8V 1C3	389-4411	7211	HE	38
ST. JOSEPH'S HOSPITAL	50 CHARLTON AVE E	HAMILTON	L8N 1Y4	522-4941	6702	HE	30
ST. PETER'S HOSPITAL	88 MAPLEWOOD AVE	HAMILTON	L8M 1W9	549-6525	6603	HE	284

Emergency Shelters
HOMES FOR SPECIAL CARE

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
GOOD SHEPHERD CENTRE SHELTER	135 MARY ST	HAMILTON	L8N 3R1	528-9109	6703	HA	24
MARTHA HOUSE	20 EMERALD ST S	HAMILTON	L8L 8A4	560-5175	6608		20
MEN'S RESIDENCE & REHABILITATION CENTRE	325 JAMES ST N	HAMILTON	L8N 3C8	528-7635	6704	CO	60
NATIVE WOMEN'S CENTRE	47 EAST AVE N	HAMILTON	L8L 5H4	522-1501	6608		9
SALVATION ARMY MENS HOSTEL	94 YORK BLVD	HAMILTON	L8R 1R6		6704		114
PETROVICH HOME FOR SPECIAL CARE	90 WENTWORTH ST S	HAMILTON	L8N 2Y6	525-8227	6601	HE	13

SECOND LEVEL LODGING HOMES

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
AIKMAN LODGE	19 AIKMAN AVE	HAMILTON	L8M 1P6	527-4055	6607	HA	45
AMOAH, FRANCES	145 MARKET ST	HAMILTON	L8R 1N7	529-8845	6704	HA	9
ANKA REST HOME	43 LONDON ST N	HAMILTON	L8H 4B2	545-0446	6510	HA	20
BALSAM LODGE	213 BALSAM AVE S	HAMILTON	L8M 3B9	544-4455	6603	HA	23
BEACH MANOR	254 BEACH RD	HAMILTON	L8L 4B2	545-9168	6211	HA	40
BISSETTE LODGE	39 STANLEY AVE	HAMILTON	L8P 2K9	525-7819	6803	HA	15
BLACKADAR RETIREMENT HOME	99 CREIGHTON RD	DUNDAS	L9H 3B7	627-5113	0	DU	20
BORIS & DANICA LODGE #2	28 BURRIS ST	HAMILTON	L8M 2J3	529-3850	6607	HA	21
BREEZY MEADOW	55 DESCHENE AVE	HAMILTON	L9A 3U8	575-4788	7201	HA	6
BROCK LODGE	949 KING ST E	HAMILTON	L8M 1C1	547-2183	6606	HA	10
CATHMAR MANOR LUXURY RETIREMENT	236 CATHARINE ST N	HAMILTON	L8L 2S6	529-9531	6703	HA	45
CENTRAL PARK LODGE	35 ARKLE DUN AVE	HAMILTON	L8N 2H5	522-2471	6702	HA	76
CLARION RETIREMENT	120 HUNTER ST W	HAMILTON	L8P 1R1	529-0506	6701	HA	24
CRYSTAL MANOR	83 EMERALD ST S	HAMILTON	L8N 2V4	529-1494	6601	HA	40
C-MORE'S VILLA INC	182 CANNON ST W	HAMILTON	L8R 2C1	523-8243	6704	HA	10
C-MORE'S VILLA INC. 60	60 WEST AVE S	HAMILTON	L8N 2S3	529-0604	6601	HA	20
DENHOLME MANOR	144 ROBINSON ST	HAMILTON	L8P 1Z5	527-8443	6701	HA	19
DUNDAS RETIREMENT PLACE	33 MAIN ST	DUNDAS	L9H 2P7	628-0013	0	DU	23
DURAND SENIOR RESIDENCE	10 HERKIMER ST	HAMILTON	L8P 2G2	525-0338	6701	HA	34
EDGEMOUNT MANOR	483 CONCESSION ST	HAMILTON	L9A 1C1	575-3544	7210	HA	24
ELM VILLA RETIREMENT HOME	12 MELVILLE ST	DUNDAS	L9H 1Z8	627-7812	0	DU	21
EVERGREEN MANOR	41 CATHCART ST	HAMILTON	L8R 1M4	529-7779	6701	HA	16
FAIRHOLT LODGE	85 DUNSMUIRE RD	HAMILTON	L8M 1S3	545-2962	6606	HA	7
FAITH HOPE MANOR	178 JOHN ST N	HAMILTON	L8L 4P2	528-2932	6703	HA	20
FISHER TERRY	18 RUTHERFORD AVE	HAMILTON	L8M 1Y4	529-6161	6602	HA	16
FORNASA MARY	995 MAIN ST E	HAMILTON	L8M 1N3	544-7049	6605	HA	9
FRANCIS LESTER & DAPHNE	1622 KING ST E	HAMILTON	L8K 1T7	545-1889	6503	HA	6
GOLDEN BRIAR MANOR	904 KING ST E	HAMILTON	L8M 1B7	544-3479	6607	HA	24
GOOD SHEPHERD CENTRE	135 MARY ST	HAMILTON	L8N 3R1	528-9109	6703	HA	24

SECOND LEVEL LODGING HOMES

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licensing Agency	Licensed Capacity
GOVERNOR'S MANOR RETIREMENT HOME	37 OGILVIE ST	DUNDAS	L9H 2S3	628-5782	0	DU	15
GRAHAM, KATHLEEN	2129 KING ST E	HAMILTON	L8K 1W5		6505	HA	6
GRINDSTONE CREEK MANOR	335 DUNDAS ST E	WATERDOWN	LOR 2H0	689-6449	0	DU	68
HERKIMER LODGE	130 BOLD ST	HAMILTON	L8P 1V3	529-4587	6701	HA	24
HESS VILLAGE MANOR	36 QUEEN ST S	HAMILTON	L8P 3R5	521-9902	6804	HA	10
HILLVIEW SENIOR RESIDENCE	832 CONCESSION ST	HAMILTON	L8V 1E2	389-4200	7212	HA	53
HOMESTEAD RESIDENTIAL & SUPPORT SERVI	326 LOCKE ST S	HAMILTON	L8P 4C6	529-0454	6803	HA	6
J & M LODGING HOME	849 MAIN ST E	HAMILTON	L8M 1L8	544-7897	6606	HA	14
JERELDAY LODGE	418 MAIN ST E	HAMILTON	L8N 1J9	523-1102	6601	HA	24
KARL ROBERT MANOR	809 KING ST W	HAMILTON	L8S 1K2	529-5424	6905	HA	18
KATHLEEN'S RESIDENTIAL CARE HOMES	153 GEORGE ST	HAMILTON	L8P 1E4	527-9064	6804	HA	10
KATHLEEN'S RESIDENTIAL CARE HOMES 255	255 CAROLINE ST S	HAMILTON	L8P 3L6	522-5420	6701	HA	9
KENSINGTON LODGE	211 KENSINGTON AVE N	HAMILTON	L8L 7N6	544-4889	6605	HA	8
LABURNUM LODGE	53 PARK ST W	DUNDAS	L9H 1X3	628-6170	0	DU	12
LOTUS HOME	12 LOTUS AVE	HAMILTON	L9C 2E5	388-7362	7104	HA	10
MAIN EAST REST HOME	939 MAIN ST E	HAMILTON	L8M 1M7	544-0884	6603	HA	25
MAPLE LEAF MANOR	7 BLAKE ST	HAMILTON	L8M 2S4	544-9979	6603	HA	24
MAPLE WOOD LODGE	44 PROCTOR BLVD	HAMILTON	L8M 2M4	545-2796	6607	HA	6
MARTINO RESIDENTIAL CARE CENTRES	115 VICTORIA AVE S	HAMILTON	L8N 2S9	525-6864	6601	HA	22
MAXWELL'S RETIREMENT HOME	274 BAY ST S	HAMILTON	L8P 3J6	527-8078	6701	HA	40
MONTGOMERY LODGE	1605 MAIN ST E	HAMILTON	L8H 1G4	544-4668	6509	HA	15
PARKDALE PLACE	121 IVON AVE	HAMILTON	L8H 5S5	528-8889	6508	HA	6
PAT'S LODGING HOME	237 HERKIMER ST	HAMILTON	L8P 2H8	572-9722	6803	HA	9
PETROVICH REST HOME	92 WENTWORTH ST S	HAMILTON	L8N 2Y9	525-8227	6601	HA	14
PHYLLIS T CLARKE	64 FAIRHOLT RD S	HAMILTON	L8M 2T4		6606	HA	5
PROVIDENCE LODGING HOME	65 EAST AVE S	HAMILTON	L8N 2T5	529-7862	6601	HA	20
SALVI'S LODGE	325 WENTWORTH ST N	HAMILTON	L8L 5V9	529-2725	6703	HA	6
SAMPAGUITA LODGING & REST HOME	265 BAY ST S	HAMILTON	L8P 3J3	529-5084	6701	HA	16
SHERMAN HOUSE (MURPHYCARE)	98 SHERMAN AVE S	HAMILTON	L8M 2P7		6606	HA	6

SECOND LEVEL LODGING HOMES

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licensing Agency	Licensed Capacity
ST. ANDREW'S LODGING & REST HOME	100 HERKIMER ST	HAMILTON	L8P 2G7	523-0822	6701	HA	20
ST. CLAIR LODGE	75 ST CLAIR AVE	HAMILTON	L8M 2N6	547-8735	6607	HA	10
ST. ELIZABETH VILLA	391 RYMAL RD W	HAMILTON	L9B 1V1	388-9691	6101	HA	150
ST. FRANCIS LODGE	57 PROCTOR BLVD	HAMILTON	L8M 2M5	545-2226	6607	HA	17
ST. PATRICK'S LODGE	90 EMERALD ST S	HAMILTON	L8N 2V3	523-5055	6601	HA	20
ST. PAUL LODGING HOME	55 SHERMAN AVE S	HAMILTON	L8M 2P6	549-9009	6606	HA	22
SUNNYSIDE LODGE	11 LAKE AVE	STONEY CREEK	L8G 1X5	662-3388	0	SC	7
SUNRISE LODGE	160 PARK ST S	HAMILTON	L8P 3E8	527-8043	6701	HA	20
SUNRISE MANOR	18 VICTORIA AVE N	HAMILTON	L8L 5E1	522-3515	6608	HA	14
SUNSET RETIREMENT HOME	110 STINSON ST	HAMILTON	L8N 1S5	521-9112	6601	HA	20
TOWNSVIEW RETIREMENT RESIDENCE	52 CATHARINE ST N	HAMILTON	L8R 1J1	527-1200	6703	HA	70
TRILLIUM PLACE	58 WELLINGTON ST N	HAMILTON	L8R 1N1	528-8889	6608	HA	10
UNICARE INC.	1605 MAIN ST E	HAMILTON	L8H 1C4	544-4668	6605	HA	15
UNIVERSAL LODGE	46 WEST AVE S	HAMILTON	L8N 2S1	523-5782	6601	HA	20
VEROLEN'S REST HOME	106 CATHARINE ST S	HAMILTON	L8H 2J4	522-0579	6702	HA	15
VICTORIA MANOR I	121 VICTORIA AVE S	HAMILTON	L8N 2S9	525-3314	6601	HA	30
VILLA MARIE REST HOME	84 GRANT AVE	HAMILTON	L8N 2X7	522-4780	6601	HA	16
WELLINGTON LODGE	94 WELLINGTON ST S	HAMILTON	L8N 2R2	522-9342	6702	HA	10
WENTWORTH PLACE	118 WENTWORTH ST S	HAMILTON	L8N 1Y9	546-0617	6601	HA	20
WHITE OAKS	650 MAIN ST E	HAMILTON	L8M 1J8	547-1970	6602	HA	25
WHITE'S RESIDENTIAL CARE	42 ONTARIO AVE	HAMILTON	L8N 2X2	528-6024	6601	HA	9

MATERNITY HOME

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
SALVATION ARMY GRACE HAVEN ST. MARTIN'S MANOR	138 HERKIMER ST 500 MOHAWK RD W	HAMILTON HAMILTON	L8P 2H1 L9C 1X4	522-7336 575-7500	6701 7109	CO CO	12 18

MENTAL HEALTH

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
LYNWOOD HALL CHILD & FAMILY CENTRE	526 UPPER PARADISE RD	HAMILTON	L9C 5E3	389-1361	7101	CO	21
WEBBER HOUSE	2 WEBBER AVE	HAMILTON	L8N 1W3	526-0028	6601	CO	12

NURSING HOME

Name of Facility	Street Name	City	Postal Code	Phone	N/hood	Licencing Agency	Licensed Capacity
BEACON HILL LODGE	330 MAIN ST E	HAMILTON	L8N 3T9	523-7134	6608	HE	248
BLACKADAR'S NURSING HOME	101 CREIGHTON RD	DUNDAS	L9H 3B7	627-5465	0	HE	80
CLARION NURSING HOME	337 HIGHWAY 8	STONEY CREEK	L8G 1E7	664-2281	0	HE	100
GRACE VILLA	45 LOCKTON CRES	HAMILTON	L8V 4V5	387-4812	7204	HE	184
HAMILTON CONVALESCENT CENTRE	125 WENTWORTH ST S	HAMILTON	L8N 2Z1	527-1482	6602	HE	65
HERITAGE GREEN NURSING HOME	351 ISAAC BROCK DR	STONEY CREEK	L8J 1Y1	573-3796	0	HE	112
PARKVIEW NURSING HOME	545 KING ST W	HAMILTON	L8P 1C1	525-5903	6804	HE	129
PINE VILLA NURSING HOME	478 HIGHWAY 8	STONEY CREEK	L8G 1G6	662-7350	0	HE	40
PROCTOR MANOR NURSING HOME LTD.	81 PROCTOR BLVD	HAMILTON	L8M 2M5	545-2427	6607	HE	23
SHALOM VILLAGE NURSING HOME	60 MACKLIN ST. N.	HAMILTON	L8S 3S1	528-5377	6905	HE	60
STONEY CREEK LIFE CARE CENTRE	BOX 40 RR 2	FRUITLAND	L0R 1L0	643-1795	0	HE	41
ST. OLGA'S LIFECARE CENTRE	570 KING ST W	HAMILTON	L8P 1C2	522-8572	6804	HE	90
TOWNSVIEW LIFE CARE CENTRE	39 MARY ST	HAMILTON	L8R 3L8	523-6427	6703	HE	180
VICTORIA NURSING HOME	176 VICTORIA AVE N	HAMILTON	L8P 1C2	527-9111	6608	HE	60
WELLINGTON NURSING HOME	1430 UPPER WELLINGTON	HAMILTON	L9A 5H3	385-2111	7508	HE	102

OPEN CUSTODY RESIDENCE

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
GEORGE R. FORCE GROUP HOMES INC.	596 GRAYS RD	HAMILTON	L8E 2Z6	945-3014	6302	CO	5
NEWCOMBE HOUSE	88 VICTORIA AVE S	HAMILTON	L8N 2S7	528-0386	6601	CR	10
PATTERSON HOUSE	1646 MAIN ST E	HAMILTON	L8H 1C7	549-3740	6508	CR	10
VICTORIA AVENUE RESIDENCE	125 VICTORIA AVE S	HAMILTON	L8N 2S9	528-2378	6601	CO	9

RESIDENCE FOR PEOPLE WITH PHYSICAL DISABILITIES

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
PARTICIPATION HOUSE	2080 TRINITY CHURCH RD	BINBROOK	L0R 1C0	692-4465	0	CO	44
VILLA VERDI	20 JARVIS ST	HAMILTON	L8R 1M2	528-4261	6703	CO	25

SECURE CUSTODY RESIDENCE, YOUNG OFFENDERS

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
ARRELL YOUTH CENTRE	360 ANCHOR RD	HANNON	L0R 1P0	574-0610	7404	CO	22

SUPPORTED SEMI-INDEPENDENT LIVING

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
BERTRAM PLACE RETIREMENT LIVING CENTR	21 HATT ST	DUNDAS	L9H 2E9	628-8622	0	DU	34
EBENEZER VILLA	337 STONE CHURCH RD E	HAMILTON	L9B 1B1	385-3505	7510		31
HAMILTON INTEGRATED LIVING PROJECT	405 YORK BLVD	HAMILTON	L8R 3M4	577-6637	6804	CO	15
HIGHGATE	325 FIDDLERS GREEN RD	ANCASTER	L9G 1W9	548-8399	0		40
HORIZON HOUSE HAMILTON IV	15 MELVILLE ST	DUNDAS	L9H 1Z7	627-7233	0	CO	4
HORIZON HOUSE HAMILTON V	4 YORK ST	DUNDAS	L9H 1L9	627-7233	0	CO	8
L'ARCHE HAMILTON 3	33 KIMBERLY AVE	HAMILTON	L8K 6N8	544-5401	6502	CO	3
L'ARCHE HAMILTON 4	33 KIMBERLY AVE	HAMILTON	L8K 6N8	544-5401	6502	CO	2
MARCH OF DIMES - EMERALD ST	20 EMERALD ST N	HAMILTON	L8N 2V2		6608	CO	12
SHALOM VILLAGE HOME FOR THE AGED	70 MACKLIN ST N	HAMILTON	L8S 3S1	528-5377	6905	CO	40

CODE NOT ON LIST
Homes for Special Care

Name of Facility	Street Name	City	Postal Code	Phone	N'hood	Licencing Agency	Licensed Capacity
CEDAR HAVEN	169 DELAWARE AVE	HAMILTON	L8M 1V7	547-1214	6602	HE	7
HAMILTON META	365 BEACH BLVD	HAMILTON	L8H 6W6	547-3165	6301	HE	3
JAKALI HOME FOR SPECIAL CARE	573 BEACH BLVD	HAMILTON	L8H 6X8	544-7482	6301	HE	5
LAGUISMA REST HOME	170 WENTWORTH ST S	HAMILTON	L8N 2Z2	577-0560	6601	HE	12
LAROCQUE RESIDENTIAL	24 ONTARIO AVE S	HAMILTON	L8N 2X2	525-6462	6601	HA	10
RUKAVINA HOME FOR SPECIAL CARE	40 ONTARIO AVE	HAMILTON	L8N 2X2	525-8974	6601	HE	2
TENDER LOVING CARE REST HOME	190 DELAWARE AVE	HAMILTON	L8M 1W1	549-0421	6602	HE	16
VANDERWAL RESIDENTIAL HOME	23 BRUCE ST	HAMILTON	L8P 3M5	522-5372	6701	HE	6

HOME FOR TRANSITIONAL LIVING

Name of Facility	Street Name	City	Postal Code	Phone	N'hood Agency	Licensed Capacity
JOHN REESOR CENTRE	186 HOMEWOOD AVE	HAMILTON	L8P 2M5	521-9884	6803	6

URBAN/MUNICIPAL
CAH ON HBL A05
C61P4C



CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA

DATE: March 20, 1992

TIME: 9:00 a.m.

PLACE: Room 233, City Hall

AGENDA

1. Chairperson's Remarks
2. Members Reports
3. Minutes of Meeting held February 14, 1992
4. CAPIC's Response to Vision 2020 (The Draft Vision Statement of the Regional Chairman's Task Force on Sustainable
5. CAPIC's Future Directions
6. Other Business
7. Adjournment

Coordinator

Mary Lou Tanner 546-4148

Please call if you are unable to attend.

DUE TO OTHER COMMITMENTS OF PLANNING STAFF, THE APRIL MEETING WILL BE HELD ON THURSDAY APRIL 16, 1992 AT 9 A.M. (LOCATION T.B.A.)



The Armorial Bearings of
Forsyth of that ilk

OFFICE OF CHARLES H. FORSYTH

175 Delaware Avenue,

Hamilton, Ontario L8M 1V9

(416) 544-0402

1

March 11, 1992

REPORT AND RECOMMENDATIONS

To: CAPIC

From: Charles Forsyth, Chairman

1 The following Report refers to specific matters of current importance, and makes certain recommendations concerning them;

2 CNR Station & related property

It is gratifying to note that the "new law courts" project will move ahead, and make effective use of the former main post office building. This means that CAPIC ought to continue to press for the location of regional offices in the present court house building (suitably enlarged, as provided for in the original foundation structure).

At the same time, CAPIC might well consider it appropriate to mobilize some coordinated planning attention in respect of the CNR station, and its environs. The committee appointed to consider possible uses for the station building has never really been activated; and already there are subterranean rumblings about using the area in front of the station for "development".

It is therefore recommended to CAPIC:

- i - that CAPIC seek the activation of the special committee mandated to consider uses for the station property, and ensure appropriate CAPIC representation thereon;
- ii - that consideration be given to locating a department or sections of Regional Government in the station, with renovations being carried out in a manner that will preserve the architectural integrity of the building - and that will enable it to continue to be used as a passenger rail station; and
- iii - that steps be taken immediately to ensure that the area in front of the station be zoned and protected for use as a major 'public square' - including appropriate garden/landscape elements.

3 Beasley-Ferguson Planning Issues:

At present there are several planning/upgrading processes involving Beasley neighbourhood, and Ferguson Avenue in particular. These include: - Carter land rezoning proposals; Beasley Neighbourhood Plan update; Beasley-Ferguson PRIDE-H.INT. program ; and comprehensive planning processes for the future revitalisation of Ferguson Avenue from the escarpment to the Bay.

Recently the Ferguson Avenue 'stakeholders' committee met and considered some of these issues. As a CAPIC representative I stressed the fundamental importance of achieving effective coordination of these many initiatives and programs, and stressed also that citizen/stakeholder involvement would be less than effective if City staff/departmental forces did not create a new style of formal, 'teamed' coordination.

I therefore proposed the following course of action:

- i - that the need for a coordinated team approach be recognized and agreed to by all stakeholders and by all staff and city departments involved;
- ii - that appropriate departmental staff persons meet to create a formal "Beasley-Ferguson Working Group";
- iii - that the Working Group be charged with the responsibility to coordinate all planning and program matters relating to the Beasley-Ferguson sector, and that staff (and related work-plan and other budget/program support) be formally seconded to work within that framework to ensure that comprehensive coordination is achieved; and
- iv - that a Report be provided to all citizen/stakeholder groups as soon as possible, so that their roles may be developed and coordinated appropriately.

It is recommended:

That CAPIC endorse that approach, and suggest improvements and additions as may seem appropriate.

4 Public Participation and Community Development:

I have had contact recently with persons in Saint Paul, Minnesota, Pittsburgh, Pa, and Edmonton, Alberta who are engaged in major community development efforts. The three cities confront different sorts of problems and have somewhat varied approaches - but all make use of a 'community development corporation' model.

Given the serious deterioration of certain segments of our central city, and the lack of systems that effectively link planning and program actions, that model (in some forms) might have application here.

It is recommended:

That background material on forms and uses of 'CDC's' be circulated to CAPIC members, with a view to considering possible Hamilton uses of the model at a future CAPIC meeting

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE**a Subcommittee of the Planning and Development Committee**

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES**CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE**City Hall, Room 233Friday February 14, 1992**MEMBERS ATTENDING**

Charles Forsyth - Chairperson
 Russell Elman - Vice Chairperson
 Alderman McCulloch
 Mary Pocius
 Art Lomax
 John Nolan
 John Eyles
 Ronald Faichney
 Gil Simmons
 Carol Mason
 Gerry Kennedy

Citizen Member
 Durand Neighbourhood Association
 Alderman Ward 2
 International Village BIA
 Hamilton Automobile Club
 Past Chairperson
 McMaster University
 Senior Citizens Council - City of Hamilton
 North End Neighbourhoods
 Hamilton Board of Education
 Metropolitan Hamilton Real Estate Board

REGRETS

Gabriel Etele
 Maggie Fischbuch
 Gloria DeSantis
 Bruce Rankin
 Kay Nolan

Downtown BIA
 Citizen Member
 Social Planning and Research Council
 Hamilton Society of Architects
 Hamilton-Wentworth Roman Catholic Separate
 School Board

STAFF AND OTHERS

Alderman Eisenberger
 Bill Janssen
 Mary Lou Tanner (Co-ordinator)
 Joe Gravina (Secretary)
 Vladimir Matus
 Peter Baker
 Cathy Wallace
 Rosemary Foulds
 Jim Drake
 Lynda Morris
 Kate Monet

Ward 5
 Local Planning
 Local Planning
 Local Planning
 Local Planning
 Parking Authority
 Hamilton-Wentworth Regional Police
 Regional Social Services
 Beasley Neighbourhood Resident
 Citizen
 International Village BIA Staff

Chairman's Remarks

1. Charles Forsyth welcomed everyone and called the meeting to order at 9:00 a.m.

Members Reports

2. Mary Lou Tanner informed the Committee that a public meeting on the revised amendment to the Beasley Neighbourhood Plan known as "Carter Square" was held on February 10, 1992.
3. Ronald Faichney stated that Hamilton needs a hotel, possibly on the north side of King St. E. between Hughson St. and John St. since many people were forced to stay in Burlington and Oakville hotels during the recent Liberal Convention. He also stated that there should be a Seniors Centre in the Downtown.
4. Rosemary Foulds informed the Committee that her draft report on Residential Care Facilities which was included in the agenda and also supplies the members with a map showing the various residential care facilities within the Central Area. She also wished to acknowledge the Planning and Development Department for their help in preparing the map.
5. John Nolan informed the Committee that the Department of Public Health Services put out a tender for 50,000 square feet of office space. He went on to state the following
 - since the Provincial Courts plan to move to the post office, the courthouse should be considered for the Regional Headquarters;
 - the courthouse is owned by the Region, eliminating the need for the tender,
 - this would boost development east of James Street and on Main Street; and,
 - it was agreed that a report would be prepared and submitted to the Planning and Development Committee containing CAPIC's comments.
6. Art Lomax agreed saying Main Street is a *Main Street* and it's been sadly neglected.
7. Jim Drake informed Committee that the Beasley Neighbourhood Association has been established and that attempts are being made to establish a City-wide Association of Neighbourhood executives. He also stated that Wanda Crouse of the Kirkendall Neighbourhood Association gave credit to CAPIC's workshop at the Hamilton Library in September 1991.

Minutes of Previous Meeting

8. Art Lomax asked about item 18 (status of O.P.A. 66). He wondered if a withdrawal of the application and reapplying would avoid the appeals to the O.M.B.
9. Mary Lou Tanner stated that the H.H.C. had objected to the entire plan and therefore certain parts would not be approved. Discussion arose and it was agreed that the H.H.C. would likely appeal a revised O.P.A.
10. Gerry Kennedy asked for clarification of point 5 of item 8.
11. It was explained that twice the amount of money normally allocated for job creation was potentially available.
12. The minutes of the meeting of February 14, 1992 were approved.

Urban Safety

13. Officer Cathy Wallace of the Hamilton-Wentworth Police Department gave a presentation on urban safety. She went on to state the following:
 - the Police Department is presently restructuring which includes cutbacks on specialized police work;
 - the police assisted in the safety audit by providing escorts and statistical data;
 - a recognized urban safety issue is how to effectively police alleys - Durand Alley Study;
 - natural surveillance is regarded as an effective means of discouraging criminal acts;
 - the arcades and sex cinema on King Street East are questionable as appropriate uses due to existing drug trafficking activity and assaults;
 - the Beasley Neighbourhood Crime Report looked at specific areas and tabulated stats (# of offenses) which were used to establish a risk factor; and,
 - when development proposal plans are circulated to the Police Department for comment, it would be more effective to have a letter explaining the proposal rather than a map.
 - there is a need to establish links between the police and neighbourhoods. Police are not on certain beats long enough to establish these links.
14. Discussion ensued and the following points were raised:
 - the neighbourhood watch program doesn't always follow through with their mandate after initial meetings;
 - a relationship between police and citizens is struck through the neighbourhood watch program;
 - neighbourhood plan updates should include a safety audit;
 - the police were involved in the Durand Neighbourhood Plan update, crime prevention initiatives were discussed but a formal safety audit was not performed;
 - part of police patrol training should be to meet with neighbourhood associations;
 - planners should be aware of basic safety and security measures when reviewing proposals;
 - the police can be more involved in the planning process by asking the Police Commissioner to establish someone in who can effectively review development proposals;
15. Charles Forsyth stated that one component of the neighbourhood plan update should be the safety audit. He went on to say that crime prevention in the Durand Neighbourhood is a multi-pronged approach and that CAPIC should endorse community policing and the Stinson heights experiment.

16. Lynda Morris gave a presentation on the Women's Safety Audit. She went on to site specific examples of the audit's findings. The following points were raised:
- sexual assault is a crime of opportunity;
 - urban design should address how the number of these opportunities can be lessened or avoided;
 - semi public and public places should be made safer;
 - the lighting outside Limeridge Mall was improved by bringing it to there attention and voicing concerns;
 - in regards to safety, people should ask themselves what they don't like and what would be better; and,
 - it is thought that what is safe for women should be safe for other members of society e.g. seniors, children and the disabled.
17. Discussion ensued and the following point were raised:
- what does an entirely safe city look like - aesthetically, architecturally, etc.;
 - people can be talked into being insecure;
 - there should be consideration for everyone's safety as well as women's safety;
 - the arcade at Confederation Park was sited as an appropriate location for such a use;
 - a coordination of efforts is necessary, but it is difficult because of all the different mandates each Department has; and,
 - if there is to be a coordination of efforts the commissioners from all departments should be involved.

Memo to CAPIC Members from Charles Forsyth

18. Russel Elman suggested that a small group from CAPIC meet with Victor Abraham to discuss CAPIC's role.
19. Charles Forsyth stated that he would put together a document regarding CAPIC's function.
20. Gil Simmons stated that the Sewell Commission will probably be looking for CAPIC concerns.
21. The next meeting will be scheduled for March 20, 1992.
22. The meeting was adjourned at 12:30 p.m.

J.G.:ns
CAPIC.MIN

CITY OF HAMILTON
- RECOMMENDATION -

DATE: 1992 March 4
P5-4-3-9

REPORT TO: Tina Agnello, Secretary
Planning and Development Committee

FROM: Charles Forsyth
Chairperson, Central Area Plan Implementation Committee

SUBJECT: CAPIC's Response to the Draft Vision Statement of the
Regional Chairman's Task Force on Sustainable
Development.

RECOMMENDATION:

That the comments of the members of the Central Area Plan Implementation Committee, respecting the Draft Vision Statement of the Regional Chairman's Task Force on Sustainable Development be forwarded to the Task Force.

Charles Forsyth
Chairperson

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

N/A

BACKGROUND:

On December 31, 1991, the Regional Chairman's Task Force on Sustainable Development released its draft vision statement entitled "Vision 2020". The draft vision statement was formulated by the members of the Task Force and several citizens who sat as members of sub-committees dealing with a variety of issues. The draft vision statement has been

circulated to the community for response. Submissions are to be made by the end of March.

COMMENTS:

In principle, CAPIC supports the draft vision statement as a broad philosophical statement. However, in times of scarce resources and with so many different issues facing our community, priorities must be established in terms of the vision. Further refinement should be established through the setting of goals and objectives to achieve these goals. The members of CAPIC look forward to the next phase of the Task Force's work in which priorities, goals and objectives will be established.

The members of CAPIC would, however, like to express the following concerns regarding the draft vision statement.

1. The Regional Centre

The draft vision statement does not make any reference nor contain any "visions" regarding the Regional Centre. As defined in Policy 2.2.1 of the Regional Official Plan, the Regional Centre is central Hamilton. The Regional Official Plan also requires that a separate plan be established for the Central Area of Hamilton and, to accomplish this, the City has adopted Official Plan Amendment No. 66 (the Central Area Plan). The draft vision statement should reflect the importance of the Central Area of Hamilton as the Regional Centre as identified in both the Regional Official Plan and the City's Official Plan. The purpose and goals of the Central Area Plan should be reflected in the draft vision statement. These are:

- provide an attractive, lively, human-scale environment with appropriate physical, social, and human infrastructure;
- give greater priority to the Central Area in terms of planning, development, implementation, monitoring and promotion;
- maintain and increase the resident population, commercial services, social and government services, as well as the quality of life in general;
- direct new multi-purpose developments into the downtown core with special emphasis on residential components;
- minimize the impact of through-traffic on the downtown core and residential neighbourhoods;
- encourage mixed-use development;
- encourage effective urban design, architectural considerations, and energy conservation in land use and building location, content, and style through appropriate urban design guidelines;
- encourage suitable waterfront development with appropriate links to the downtown;
- enhance the Central Area's role in the Hamilton-Wentworth Region and the surrounding Market Area particularly regarding commercial development;
- direct attention to the primary objectives of growth, job creation, and a healthy economy; and,
- ensure the highest environmental standards which are fundamental to effective

urban planning.

The Plan further states:

"The Central Area is the strategic and vital element in the City and Region which can offer and help create a fresh image and opportunities for investment. As such, the Central Area should continue to receive high priority from all levels of government."

2. Public Participation

The Central Area Plan recognizes the importance of public participation through the following policies in the Plan:

"Public participation is the ongoing involvement of residents and business people in the decisions which affect their lifestyle, quality of life, property values, health of their business and enjoyment of their surroundings. Public participation is a recognized citizen's right and is an important part of the planning process.

The implementation of this Plan should provide for the following public participation principles and be in accordance with the provisions of Section D.9:

- i) Information will be disseminated to the public in a clear, concise manner designed to achieve a broad understanding of the policies and programs and their impacts;
- ii) the City will actively seek opinions, attitudes and advice of individuals, community and special interest groups regarding policies, programs and studies, as well as contemplated or impending changes to existing policies and programs; and,
- iii) reporting mechanisms will be in place which will provide Council with complete and unbiased results of this consultation."

The Task Force on Sustainable Development has approached its work from a broad perspective and has included as many citizens of Hamilton-Wentworth as possible in the formulation of its draft vision statement. The members of CAPIC support this initiative and recommend that the principles on which the participation of citizens was based be included in the draft vision statement.

3. Job Creation

The Central Area Plan establishes a specific framework for development of the Central Area. Integral to the development of the Central Area is commercial opportunities as well as growth, job creation, and a healthy economy. Much of the notion of

sustainable development is predicated on sustainable economic growth including job creation. The draft vision statement should reflect this and, particularly in times of economic recession, focus on creation of jobs for Hamilton-Wentworth's citizens.

CONCLUSION:

The Task Force on Sustainable Development has prepared a broad philosophical statement outlining the desired future of Hamilton-Wentworth. The members of CAPIC wish to submit this report as their comments on the draft vision statement. In addition, the members of CAPIC look forward to the further refinement of the vision statement as well as the establishment of priorities, goals, and objectives.



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
119 King Street West, 14th floor
Hamilton, Ontario
(416) 546-4186 Fax (416) 546-4364
TDD-522-1787

Mailing Address:
P.O. Box 910, Hamilton, Ontario
L8N 3V9

March 6, 1992

Refer to File No. 764.91.8

Attention of

Your file No. PS-4-3-9

Dr. Charles Forsyth, Chairman
Central Area Plan Implementation Committee
c/o Planning and Development Department
7th Floor, City Hall
Hamilton, Ontario
L8P 3A4

Attention: Mary-Lou Tanner
CAPIC Coordinator

Dear Charles:

The community meeting arranged by the Regional Chairman's Task Force on Sustainable Development, to discuss the recent draft VISION 2020, has been arranged for:

Wednesday, March 25, 1992
7:30 p.m.
Y.W.C.A.
75 MacNab Street South
Hamilton, Ontario

I have enclosed an agenda for the meeting. You will note that the organizations arranged to present are near the top of the agenda, with a more free ranging community discussion to follow.

The Task Force looks forward to hearing your views and recommendations on the draft VISION 2020. The Task Force believes that community dialogue of this sort will result in a regional vision statement that receives wide public and political support.

If you have any special requirements for your presentation please call me at 546-2195 and I will try to accommodate your request.

Yours truly,

Mark Hornell
Task Force Coordinator

/encl.

Regional Chairman's Task Force on
Sustainable Development

Community Meeting on Vision 2020

Wednesday, March 25, 1992
7:30 p.m.
Y.W.C.A.
75 MacNab Street South
Hamilton, Ontario

A G E N D A

1. Welcome and opening remarks (7:30 -7:40).
2. Overview of written comments received (7:40 - 7:45).
3. Oral presentations:
 - Social Planning and Research Council.
 - Central Area Plan Implementation Committee.
 - Salvation Army
 - Act Now.
 - Dundas Greens.
4. Refreshment break.
5. Open discussion.

OFFICE OF CHARLES H. FORSYTH

175 Delaware Avenue.

Hamilton, Ontario L8M 1V9

(416) 544-0402

March 12, 1991

SOME THOUGHTS OF THE FUTURE ROLES/STRUCTURES OF CAPIC

offered by Charles H. Forsyth
for consideration...challenge!...change
by the Members of CAPIC

[illegible]

Present and Future Realities:

- . staffing constraints in the Planning section(s) that deal directly with the neighbourhood and other planning issues in the Central Area
- . tight staff 'work plans' as a result
- . possibly too much porousness...i.e. 'this,that, and other things'... in CAPIC's 'way of working'. What I mean is not that we get caught up in too many matters; rather there is possibly a lack of focus that relates all those matters to a kind of critical path-action plan
- The URBA: DESIGN function (and committee) is possibly a bit of an orphan....needs to come in from the cold?
- . There are committees galore...Ferguson, Carter, Downtown Action Plan, BIA's, etc.,etc.....should not CAPIC be more of a coordinating, linkage body....i.e. are we making the best use of our membership that comes from various 'sectors', neighbourhood groups, etc.????
- . not much chance of staffing growth in the next period of years....at the very time when we need to create new kinds of instruments to turn on the downtown, turn around declining areas, etc.

So What Could We Do?

- . pull Urban Design back inside the mandate of CAPIC (where it started from), and provide for its issues (and key members) in our agenda
- . gently change CAPIC into CAAC (Central Area Advisory Committee (which is more or less where we started from)
- . divide our monthly packet of materials into three (colour-coded) segments:
 - Planning and Strategy (including all neighbourhood items)
 - Urban Form and Development
 - Information and Update

This would ensure that:

- a) there would be a focus to Planning/Urban Form issues each meeting
- b) we would continue to have the stimulus of 'ideas from everywhere', plus project information updates (crises, etc) to keep us abreast of what is going on.

The Information and Update section would also include regular bulletins from community/neighbourhood groups plus "alerts" as to issues emerging that should be noted by CAPIC members

- . limit Planning staff assignments for our meetings, as follows:
 - i - provide for ongoing presence of coordinator and secretary/ clerical (minute) service....the form of our minutes should remain unchanged
 - ii - our agenda/minutes/other documentation should be widely circulated throughout various city departments ...e.g. planning staff, housing-community renewal, traffic, etc.
 - iii - other staff would be 'requested' to attend in relation to specific items on the Agenda and/or if they have 'concerns' that they wish to bring to the attention of the committee
- . members of the committee would direct 'information items', noteworthy articles, or 'concerns' of their own to the coordinator, for inclusion in section 3 (information & update) of the monthly packet
- . apart from formal documentation prepared by staff for attention of Planning & Development Committee, or City departments, much of the 'follow up' responses would be undertaken by committee members ...who would report on follow-up assignments at the next meeting, or have their follow-up report included in the monthly packet.

Anything Else?

- . Yes - I think the Committee (in whatever form) must continue, because its experience and mandate are unique. However....
- . I think the Committee is going to have to assume a much more assertive role in three ways:
 - a) ensure coordinated actions within the City Hall system.... that is, a much more real, tight, proactive approach to issues and responses that involve several departments and varied competencies. Our Committee must get real coordination to happen...without it, volunteer citizen involvement tends to become ineffectual 'flailing around'!
 - b) make sure that the Committee speaks for all stakeholders which is another critically important level of coordination
 - c) zero in on key issues, and ensure the kinds of political (and other) actions that will move the Central City agenda forward. This means such things as moving neighbourhood plan updates front and centre from the margins where they languish...and that means pushing for a new style of planning from the local up. Only then, will we create the new kinds of economic/social development instruments we need.

CITY OF HAMILTON

- RECOMMENDATION -

DATE: 1990 November 28
(P5-4-7-9)

REPORT TO: Mrs. Susan K. Reeder, Secretary
Planning and Development Committee

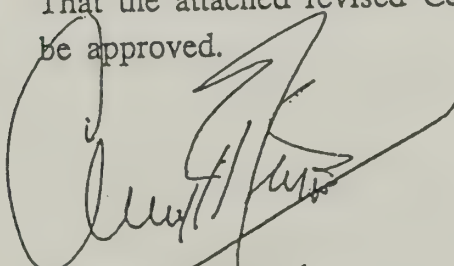
FROM: Charles Forsyth
Chairperson
Central Area Plan Implementation Committee (CAPIC)

SUBJECT:

Central Area Plan Implementation Committee - Terms of Reference.

RECOMMENDATION:

That the attached revised Central Area Plan Implementation Committee Terms of Reference be approved.



Charles H. Forsyth
Chairperson
CAPIC

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

N/A

BACKGROUND:

In 1989 the Planning and Development Committee approved Terms of Reference for the Central Area Plan Implementation Committee (CAPIC) to clarify CAPIC'S mandate, membership and administrative matters.

The Terms of Reference require that a Council member serve as either Chairperson or Vice-Chairperson of CAPIC. During the past several months it has not been possible to fulfil this requirement and may be difficult to do so in the future, given increased demands on Council Members' time. While it is extremely important to always maintain a Council Member on CAPIC, the duties of Chairing and Vice-Chairing meetings can be passed on to other CAPIC members.

CONCLUSION

The Terms of Reference should be revised to delete the requirement for the Council Member on CAPIC to be either Chairperson or Vice Chairperson. The Planning and Development Department support this change.

dg
MD/ns:dkp
A:\CAPIC.REP

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

TERMS OF REFERENCE

The mandate of the Committee is to advise the Planning and Development Committee on planning matters relating to the Central Area. Including:

- The Central Area Plan. Its update and revision;
- Strategies for implementing the policies of the Central Area Plan;
- Acting as a sounding board for development proposals;
- Co-ordinating initiatives in the Central Area;
- Monitoring Central Area matters;
- Supplying representatives to other committees to give a Central Area point of view.

Administrative

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group.
- Changes in membership will be submitted by CAPIC to the Planning and Development Committee for approval.
- A Chairperson and Vice-Chairperson will be elected by CAPIC.
- The Planning and Development Department will be responsible for co-ordinating the Committee.

Background

- The Central Area is identified as the area bounded by Queen Street, Victoria Avenue, the Escarpment and the Bay.
- During 1979 and 1980, the Central Area Plan Advisory Committee prepared the Central Area Plan.
- In 1981, City Council adopted the plan.
- In 1983, City Council identified the need for a policy-oriented committee to implement the plan.

- The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February, 1984, to concentrate on policy issues and their implementation.
- Since 1984, CAPIC has undertaken a major review of the Central Area Plan.
- Additionally, CAPIC has provided advice to the Planning and Development Committee on an ongoing basis.
- In 1988, City Council approved the revised Central Area Plan and it is in the process of being incorporated into the Official Plan.

MD/dkp
A:\TERMSREF.

November 1990

INFORMATION ITEMS

1. Letter of January 21, 1992 from Charles Forsyth to Mirko Lakoseljic, Ministry of Municipal Affairs regarding the P.R.I.D.E. program.
2. Letter from Tania Melnyk regarding Community Economic Development Focus Sessions
3. Submission to CAPIC from the Downtown BIA regarding Security Issues in the Downtown Core
4. Urban Safety Project Proposal, Lynda Morris
5. Summary of Workshops from the Beasley Neighbourhood Association
6. "A way to revive Barton Street", by Jack MacDonald. Hamilton Spectator, March 11, 1992.

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

January 21, 1992

P5-4-3-9

Mr. Mirko Lakoseljic,
Community Planner,
Community Development Branch,
Ministry of Municipal Affairs,
13th Floor, 777 Bay Street,
Toronto, Ontario.
M5G 2E5

Dear Mr. Lakoseljic;

On behalf of the members of the Central Area Plan Implementation Committee, I would like to thank you for your presentation to CAPIC on the P.R.I.D.E. process in Ontario. I found the ensuing discussion to be lively and most relevant to the community development process in Hamilton. I hope you found the discussion pertinent to your work.

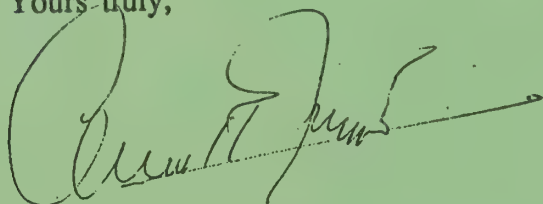
I would like to summarize for you the main points evolving from the discussion of community development. Much discussion arose regarding the process involved in preparing community improvement plans as a means of using grant money allocated through the P.R.I.D.E. process. The members of the Committee are of the opinion the majority of the P.R.I.D.E. expenditures should be done through the preparation of updated neighbourhood plans and comprehensive community improvement plans for the community in question. In this manner, the participatory work has been done, the issues and their solutions identified, and the neighbourhood has become involved in its community prior to P.R.I.D.E. funding. Through this process, programs such as P.R.I.D.E. become one of the mechanisms for implementing the work that has already been undertaken. The advantage to this process is that the stakeholders have developed ownership of the problems and their solutions and what is being proposed are local solutions for local problems. Therefore, the members of CAPIC feel it is important that the Province examine means of revising the P.R.I.D.E. process so that updated and timely plans are part of the process done prior to the expenditures funded by the Province.

A second point of concern from committee members was the removal of administration costs from the list of eligible expenses for P.R.I.D.E. funding. In the opinion of the Committee members, it is fundamental that the municipality be able to allocate a portion of the P.R.I.D.E. funds to administration expenses arising from the implementation of the P.R.I.D.E. program to provide for the proper planning framework. Comprehensive plans should identify job creation initiatives that could be funded from other sources thereby saving Provincial funds.

Third, while the focus on long-term job creation is important given the economic times we currently live in, the majority of the P.R.I.D.E. allocations are spent on infrastructure improvements. These two goals do not complement each other. In fact, once the infrastructure improvements are completed, the jobs created will conclude. Long-term job creation through community economic development is an important initiative and should not rely on other initiatives to be achieved.

I hope the above information will be used in the ongoing review of the P.R.I.D.E. program. Once again, I would like to thank you for your presentation and participation in the discussion and ask you to keep CAPIC informed of any changes to the P.R.I.D.E. program and the community development initiatives.

Yours truly,

A handwritten signature in dark ink, appearing to read 'Charles Forsyth', with a long horizontal flourish extending to the right.

Charles Forsyth
Chairperson,
Central Area Plan Implementation Committee.

MLT:dkp

cc: J. McNeilly,
Public Works



Ministry of
Municipal
Affairs

Ministère des
Affaires
municipales

Community Development Branch
13th Floor - 777 Bay Street
Toronto, Ontario
M5G 2E5

2

(416) 585-6264

February 3, 1992

Ms Jackie McNeilly
Coordinator of Community Development
City of Hamilton
71 Main Street West
Hamilton, Ontario L8N 3T4

Dear Ms McNeilly:

Re: Guelph/Cambridge CED Focus Group Session
October 29, 1991
Ministry of Municipal Affairs

I would like to take this opportunity once again to thank you for your recent participation in the above mentioned focus group session on community economic development. It is so important that people such as you come forward and assist the Ministry of Municipal Affairs in identifying needs, recognizing opportunities and sharing ideas at the local community level, specifically with respect to this important issue.

Enclosed you will find copies of summary notes from the recent focus group session you attended in your area. The notes have highlighted the main issues identified in the discussion and grouped under common themes/headings. This has assisted in understanding the different and similar challenges facing communities around the province with respect to community economic development. This information will be used to support the development of future programming options for the Ministry of Municipal Affairs in meeting the needs of its clients.

We hope you find these notes informative and useful and would be pleased to discuss any comments you may have.

Yours truly,

Tania Melnyk
Director

Encl.

PLANNING & DEVELOPMENT LOCAL PLANNING BRANCH					
FEB 19 1992					
File No.	TO	STAFF	INIT.	INFO.	ACT.
	TO				
	STAFF				
	INIT.				
	INFO.				
	ACT.				
	PP & A				
	NEIGH.				
	DEV.				
	EDUC.				
	STAFF				
	CART.				
	ADMIN.				

H.H.
R. H. H.

flr 3

CAMBRIDGE/GUELPH FOCUS GROUP SESSION
October 29, 1991

ISSUES

Attitude

- o Municipalities have been relying on senior levels of government to rescue them from their economic woes and must be shown the advantages of looking within the community for answers. Must identify leaders
- o Communities should look at ways of focusing pride, (like a downtown revitalization or waterfront redevelopment) in the community as a way of targeting efforts and working together ✓
- o Public wants to create a link with government, provide meaningful input, then there will be more community ownership
- o Different communities require different responses ✓ and forms of support to stimulate economies. Proactive, self-help communities should be rewarded by the Province

Education/Communication

- o Communities need a central focus to rally around. The education system could be used to assist in instilling a sense of pride in the community by identifying and promoting its strengths such as redevelopment projects that have/could focus community efforts
- o The media sometimes works against the notion of engendering pride in the community, the province could help by teaching municipalities how to deal with the media ✓
- o There is a lack of access to information that is available at the provincial level as well as across municipalities. The province could act as a central clearing house for information relevant to communities (grants, programs, CED success stories, strategic planning initiatives etc.) ✓
- o There is a need to be able to access information on successes and failures in CED ✓
- o Industry is not always clear as to what the province wants, perhaps an "Environmental Compact" ✓

stating clearly what the province expects from industry would help

- o Regular provincial/municipal dialogues like this focus group are a good idea and should be continued by the Province ✓
- o Provincial consultation is generally good, but implementation or action is not always quick to follow ✓

Facilitator/Partnerships

- o The Province should help municipalities to find themselves (what makes their community special) and their issues
- o There is a need to find ways to facilitate private sector involvement to try to achieve more coordinated job creation efforts; consider forums with the private sector, reduce roadblocks to investment, one stop shopping ✓
- o Many communities have not taken the initiative to bring together various local interests, the Province could act as a facilitator in forming these partnerships (business, large organizations, government)
- o There has been inertia at the provincial level to include the private sector in the CED process; partnerships should be formed early in the policy development stage rather than at program implementation
- o Workshops on how to do community facilitation, ways to minimize roadblocks, and job creation techniques could be offered by the Province
- o Partnerships are important for implementation of strategic plan and can be the impetus to involve the private sector

Strategic Plans

- o Strategic plans should be comprehensive ✓
- o Communities should file strategic plans with the province to give them credibility and position them for funding ✓
- o Planning is very important to success but implementation and the money to implement the plan is also critical ✓

Disentanglement

- o Financial responsibilities of municipalities are not balanced with their ability to pay, (eg. welfare costs, upcoming labour relations legislation), Province should find more equitable ways to distribute wealth and responsibilities ✓
- o Take away responsibility for welfare payments from the local level to allow municipality to implement its priorities with those dollars ✓
- o Many important decisions are dictated by Province (eg. municipal taxation) therefore there is little scope for local decision making in these area. ✓
Local communities want more authority to do what they determine they need locally

Programs

- o PRIDE has been an important economic stimulator but it could be more flexible towards funding anything as long as a community based approach is taken. ✓
- o There should be financial support for municipalities to develop strategic plans because they help communities focus their resources
- o Grants bring attention. With more dollars, you can do a more professional job
- o Need loans and grants that encourage municipalities to be more proactive
- o Infrastructure funding continues to be an important item for funding

Coordination

- o The province often has conflicting interests that are expected to be met by municipalities. Province must give a clear sense of what it wants from its communities ✓
- o Need to coordinate government funding sources in order that the few dollars that are available are used in the most effective way ✓

Recommended CED Approaches for Consideration

- o Economic Development Corporations ✓
- o Land Trusts - open up provincial land to community use ✓

- o Community Investment Fund - community invests in its future ✓
- o Foundations - bequeathing money to community good

Legislation

- o Province should allow bonussing to enable Ontario to compete in global economy, espicially with our U.S. neighbours

File: Cambridg.iss
JT/CDB
Revised Dec.18/91

GORE PARK
DOWN TOWN
PROMENADE

February 14, 1992

For Submission to C.A.P.I.C. - Information Items

From: The Downtown Hamilton B.I.A.

Downtown Hamilton Business Improvement Area.

P.O. Box 91045, Effort Square Postal Outlet, Hamilton, Ontario L8N 4G3

Tel: (416) 523-1646

Fax: (416) 523-1668

Re: Security Issues in the Downtown Core - Update

The mandate of the Downtown Hamilton B.I.A. is to act as a catalyst in creating a more vital core community for business, residents, and visitors. In conjunction with other City Centre partners who share our vision of a healthy Downtown core, we work to beautify, to promote and to develop our area.

One of the major requirements for a healthy core community, is the image and the reality of safe and clean area for doing business and for servicing the lifestyle needs of the community. The Board of the Downtown Hamilton B.I.A. has worked with our partners to implement and to support the following initiatives which address this issue:

1. A new Downtown Hamilton B.I.A. "Security" Committee, chaired by Reggie Titian, has been created based on the level of concern expressed by B.I.A. members during interviews with the Chairman. Virtually all downtown business owners interviewed to date, agree that security is the major concern for their staff and customers.
2. We have circulated a petition to all members, requesting a ban on either the renewal of, or the approval of arcade licenses for the core. The reception of the petition has been extremely positive and over 450 individuals have signed. A preliminary meeting was held with the owner of Karrum Amusements to discuss the issue and to report the findings of the petition. A meeting with the owner, the B.I.A. and the Police will be held in the near future to determine what can be done to rectify the security problems created by the arcades.
3. Lighting is in the process of being upgraded in Gore Park, more alley luminaires will be installed in the alley south of and parallel to King Street E. between James and Mary Streets, and more uplighting on King Street E. has been requested through the C.I.P. Higher levels of light have been achieved on several side streets downtown via the use of low pressure sodium bulbs and the globes are being cleaned to increase brightness. By 1994, these bulbs will have been introduced to King Street and side streets in City Centre.
4. The cleanliness of the alley and area has been improved through the installation of special garbage bins, supported by a second garbage collection.
5. A member of the Core Patrol represents the Police at Promotion Committee meetings and the Chairman and Board are in constant contact with the Department.

Security and Safety are primary concerns for all residents, workers, and visitors to our City Centre neighbourhood. The Downtown Hamilton B.I.A. will continue to work with the City, Police and other interested parties in finding workable solutions to problem of security Downtown.

"Urban Safety"

A Project Proposal



Submitted By Lynda Morris
November 22, 1991

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Papers by Lynda Morris on Urban Safety Issues:	
1. Presentation of City Hall Awareness Subcommittee of Status of Women Subcommittee June 15, 1991 to Regional Chairman's Task Force on Sustainable Development	18
2. Survey – Making the City Safer For Women, The Hamilton Safety Audit. (Administered to participants at the public meeting, "Making the City Safer For Women", Nov. 28, 1991)	24
3. Strategic Plan Submission from Hamilton Status of Women Sub-Committee, 1991 November 11	30

Introduction

Urban design is concerned with the form and appearance of structures and open space. The purpose of urban design is to improve the quality of life and strengthen the economy. One of its functions is to design defensible open space that reduces crime.

“... planners and designers do have a role to play in legitimizing women’s fears of public violence and acting to prevent them.”

- City of Toronto Safe City Committee

A safety audit is a close evaluation of the physical environment, how space is organized and how this organization of space inhibits or reinforces a sense of safety.



Goal

- To develop recommendations related to urban safety for women in Hamilton based on an urban safety audit, the study of existing literature and related research.
- To do a pilot project on a specific site designated for retrofitting or maintenance and upgrading, taking into consideration the need to increase the comfort and safety of the streetscape and environment for women.



Methodology

- To select the area to be researched in consultation with the Urban Design Committee, planners or elected officials.
- To describe the physical limits of the chosen area, for example:
 - Summers Lane from King Street to Main Street, including stairwells, entrances and exits that abut Summers Lane
 - City Hall Grounds, Hamilton, Ontario. The study to complement the project currently being considered to study the civic property immediately surrounding City Hall.

To include within the proposed study the need to increase the comfort and safety of City Hall grounds for women and increase their use and enjoyment of the area. This is an opportunity for consultation with those who currently or potentially will use this urban space

- another site to be determined.



Research and Critical Analysis

- To coordinate approximately 5 safety audits with three to five women involved in each one. The same physical area would be audited each time using participants representative of different groups of women who live in Hamilton. (A survey form may also be developed and administered to current users of the area.)

Individuals representative of different groups of women who live in Hamilton may include the following:

- women who are wheelchair bound, visually impaired, hearing impaired, developmentally disabled
 - women who are from racially, ethnically and/or culturally diverse backgrounds
 - women from various age groups, socio-economic levels and sexual categories (heterosexual, lesbian or bisexual)
 - women who have recently immigrated to Canada
 - women with low literacy
 - women carrying parcels or books
 - women walking with small children and/or pushing a stroller
 - women who work at night (for example; City Hall staff and elected officials, nurses, factory workers, lawyers, doctors, executives, those who attend evening meetings, evening students, etc.)
- To document, in slide format, both the positive and the negative aspects of the area under study.



- To research relevant literature from other cities around the world.
(Possible Sources: METRAC library, Planning Department library, Safe City Committee library and other resource materials.)
- To hold follow-up meetings with participants immediately after the safety audit to ascertain their thoughts, feelings and concerns. These follow-up meetings to take place in a quiet room at City Hall or a suitable location close to the safety audit site where food and/or juice/coffee is provided. Transportation and parking costs to be covered for participants.



Recommendations

- To make recommendations to the Urban Design Committee based on analysis of the project results. These recommendations to be distributed through the system for implementation by appropriate City and Regional departments, for example;

Building Department (Property Standards)

Police Department

Fire Department

Engineering Department

Social Services Department (Shelter and Housing)

Transit Services Department

Planning Department

Public Works Department

Culture and Recreation Department

Other departments as appropriate.



Budget

Project Fee - (3 month projected duration)	\$5000
Resource Materials - (based on "Resources on Women's Safety and Security and the Built Environment")	\$287
Transportation and Parking:	
Toronto - for research (estimate for 5 trips)	\$100
Parking	\$50
Car Allowance	\$150
Long Distance Calls - (estimate for 20 twenty-minute calls to Toronto or 20 x \$6.20 plus G.S.T. & P.S.T.)	\$145
For Audit Participants:	
Transportation (by bus)	\$140
Parking	\$90
Refreshments - (estimate for sandwiches, juice, coffee and one dozen cookies for 5 people at 5 audits or 5 x \$51.39)	\$260
Sub-total Based on Current Costs	\$6222
Contingency of 15%	<u>\$183</u>
Total	\$6405
RECOMMENDED FUNDING	\$6500



Additional Expenses Not Included in Budget

Supplies

Mailing

Telephone

Printing

Stationery

Postage

Photocopying - (estimated 100 pages)

Sundries

Faxing - (estimated 30 pages)

Photographic supplies - (estimated 20 rolls of 35 mm. film)

Film Processing

Female Assistant

Layout and printing of final report



Possible Sites to Consider for This Project

Summer's Lane

Front of City Hall

City Hall Parking Lot

Gore Park

TH&B Station (outside)

McNab Street Underpass



Possible Sources of Funding as Discussed at Urban Design Committee October 28, 1991

Ministry of Municipal Affairs

Federal Government - Section 25

Hamilton Foundation

Edith Turner Foundation

Other Possible Sources of Funding

City Hall Departments that would benefit from recommendations, for example; Planning Department, Culture and Recreation Department, Public Works Department and other departments as appropriate.



RESOURCES
ON WOMEN'S SAFETY AND SECURITY
AND THE BUILT ENVIRONMENT

prepared by
THE CITY OF TORONTO
SAFE CITY COMMITTEE

March 1991

The Safe City Committee was created by the City of Toronto in 1989, to look at ways the City can help prevent public violence against women. The Safe City Committee believes that making the City safer for women benefits everyone, including seniors, children and the disabled.

Since its first day, the Safe City Committee has received requests for information on planning and design strategies for preventing public violence against women. The requests have come from across Canada, the U.S. and Europe; from governments, architects and consultants in the private sector, and interested citizens. We have come to recognize that gathering and disseminating information on "planning for a safer city" is an important part of our role, especially since much of this information comes from obscure sources, organizations no longer in existence, and non-English speaking countries.

Because of our limited staff and space as well as the emphasis of this committee (municipal strategies to prevent public violence against women), there is little information on:

- violence in the home (including but not limited to wife assault, physical and sexual child abuse, elder abuse)
- traditional crime prevention (prevention of burglary in the home or in stores, reducing "incivilities" such as graffiti and vandalism)
- conflict resolution and education against violence

It is our hope that this resource list will result in greater knowledge, increased caring and informed action on making your city safer. While it is true that one-half to two-thirds of all attacks on women take place in private space, planners and designers do have a role to play in legitimating women's fears of public violence and acting to prevent them. Planning and design improvement is certainly not the entire answer to the prevention of violence against women, but it is part of the answer, a part that is just beginning to be addressed.

The Safe City Committee's resource library, which include the works cited below as well as other publications, can be viewed by appointment.

City of Toronto Safe City Committee
18th floor, City Hall,
Toronto ON
M5H 2N2
(416) 392-0403

PRICES DO NOT INCLUDE TAX OR POSTAGE.

Safe City Committee publications

The Safe City Report: municipal strategies for preventing public violence against women. 1988. 16 pp.....\$5.00
[aussi disponible en français]

Planning for a Safer City: Cityplan '91 background paper no. 10
1990. 18 pp.....\$5.00 ✓

(with the Healthy City Office:)

Beyond Neighbourhood Watch: a women's guide to creating a safer and healthier community. 1991. 40 pp.....\$5.00 ✓

(with the Planning and Development and Parks and Recreation Department and the Canadian Urban Institute:)

Green Spaces/ Safer Places: a report on the proceedings of a forum on planning safer parks for women. 1991. 30 pp.....\$4.00

We also have published a number of pamphlets (For a City to be Truly Liveable, all People Must Feel Safe, Underground Garages: safety guidelines for owners and users, and Making Your Construction Site More Secure). Single copies are free.

Available from the Safe City Committee

Amsterdam Physical Planning Department. Physical Planning and the Emancipation of Women: first partial report on social safety [translated from Dutch]. 1985. 67 pp.....\$7.00 ✓

Amsterdam Physical Planning Department. From Structure Plan to Realisation of Station Sloterdijk: social safety in practice [translated from Dutch]. 1986. 22 pp.....\$2.50

Charland, Janine. Women's Personal Security, Fear of Crime, and the Urban Environment (MES thesis, York University). 1988. 189 pp.....\$19.00 ✓

City of Montreal Standing Committee on Urban Planning, Housing, and Public Works. Women and the City: report of the committee on the problems of women in an urban environment. 1989. [aussi disponible en français]. 58 pp.....\$6.00 ✓

Comite Femmes et Logement de l'Assemblée generale des femmes en intervention regionales. Les Femmes de Hull Auront-elles Une Ville a leur mesure? (in French). 1988. 20 pp.....\$2.00

Femmes et Logement (Montreal). Les Femmes et la Securite dans l'Environnement Urbain (in French). 1990. 32 pp.....\$3.50

- Femmes Et Ville Quebec. Memoire Presente aux audience publiques sur le plan directeur de la Ville de Quebec (in French). 1987. 35pp.....\$3.50
- Grant, Ali. Women and Public Urban Space: women's freedom of movement in Toronto (MA thesis, University of Toronto). 1988. 89pp.....\$9.00 ✓
- Greater London Council. Women on the Move: GLC survey on women and transport. 1986. 150 pp.....\$15.00
- Greater London Council. Changing Places: positive action on women and planning. 1986. 50 pp.....\$5.00 ✓
- Haringey, London borough of (comprehensive housing service). What makes women feel safe? 1986. 6 pp.....\$1.00 ✓
- Haringey Town Planning Service. A guide for Developers, towards a safer environment. 1988. 2 pp.....\$0.50 ✓
- Lahaise, Marie-Dominique. Reinventir la Ville Grace a la Magie Des Sorcieres: perspectives feministes sur la ville (in French) (MA thesis, McGill University). 135 pp.....\$13.50
- Larson, Vivi and Hanne Topsoe-Jenson. Urban Planning and the Everyday Life of Women (translated from Danish). 1984. 54 pp.\$5.50 ✓
- Manchester City Council. Breaking the Silence: Manchester Women Speak Out! women and violence survey report. 1986. 47 pp...\$5.00
- Manchester City Planning Department. Planning for a Safer Environment for Women. 1987. 20 pp.....\$2.00 ✓
- Metro Toronto Task Force on Public Violence against Women and Children. Final Report. 1984. 177 pp.....\$18.00 ✓
- Ministry of Housing, Physical Planning and the Environment [Netherlands]. Urban Planning and Community Safety (translated from Dutch). 1987. 24 pp.....\$2.50 ✓
- Ministry of Housing, Physical Planning and the Environment [Netherlands]. Times are Changing: the impact of women's emancipation on the field of housing and physical planning (translated from Dutch). 1988. 35 pp.....\$3.50 ✓
- Orsini, David. Mitigating Fear in the Landscape: Recommendations for Enhancing Users' Perceptions of Safety in Urban Parks (MA thesis, University of Guelph). 1990. 100 pp.....\$10.00 ✓
- Southwark, London borough of. Safety guidelines (draft). 1985. 8 pp.....\$1.00

Southwark, London borough of. Housing Security Design Guide.
1985. 10 pp.....\$1.00

Stoks, Francis. Assessing Urban Public Space Environments for
Danger of Violent Crime, especially rape (PhD thesis, University of
Washington). 1982. 361 pp.....\$36.50 ✓

Wandsworth, London borough of. Planning Design Guidelines:
personal safety and security. 1986. 2 pp.....\$0.50 ✓

Whitzman, Carolyn. Women, Fear and Urban Neighbourhoods (MA
thesis, University of Toronto). 1988. 358 pp.....\$36.00 ✓

Recommended by the Safe City Committee

Available from Women Plan Toronto 736 Bathurst St. Toronto ON
M5S 2R4 or phone (416) 588-9751:

Women Plan Toronto: shared experiences and dreams. 1985. \$6.00 ✓

Available from METRAC, 158 Spadina Rd., Toronto M5R 2T8 or phone
(416) 392-3135:

The Women in Safe Environments Report (prepared by Women Plan
Toronto, METRAC, York University Faculty of Environmental Studies)
1987. \$5.00. and

Women's Safety Audit Kit. 1989. pay what you can (cost: \$2.75)

Planning for Sexual Assault Prevention: women's safety in High
Park. 1989. \$5.00. ✓

Women's Campus Safety Audit Kit. 1991. pay what you can.

Available from Toronto Transit Commission, 1900 Yonge St., M5S 1Z2
or phone (416) 393-4000:

Moving Forward: making transit safer for women. (prepared by
METRAC, Toronto Transit Commission, Metro Toronto Police Force).
1989. and

Making Transit Stops Safer for Women: Scarborough Moves Forward.
(prepared by METRAC, Toronto Transit Commission, Metro Toronto
Police Force, City of Scarborough, Scarborough Women's Centre).
1991.

Available from Centre for Urban and Community Studies, 455 Spadina
Ave, Toronto ON M5S 2G8:

Women and Environments. quarterly journal. \$15.00/yr. See
especially vol. 12 (1): special issue on urban safety: "

Available from Corporate Policy Branch, Secretary of State Canada,
Ottawa K1A 0M5 or phone (819) 994-5860:

MacLeod, Linda. The City for Women: no safe place. 1989.

Available from Women's Design Service, 18 Ashwin St. London UK E8
3DL or phone (071) 241-6910:

Women's Safety on Housing Estates. 1988. \$15.00.

Making a Place for Women: a resource handbook on women and the built environment (with South Bank Polytechnic). 1989. \$15.00 and At Women's Convenience: design guidelines for public toilets. 1991. \$10.00. and ✓

WEB: Women and the Built Environment. A quarterly journal. \$15.00/yr. ✓

Available from architectural bookstores:

Cooper Marcus, Clare and Wendy Sarkissian. Housing as if People Mattered: site design guidelines for medium-density family housing. University of California Berkeley Press: 1986.

Cooper Marcus, Clare and Carolyn Francis. People Places: guidelines for urban open space. Van Nostrand Reinhold: 1990. ✓

Untermann, Richard and Robert Small. Site Planning for Cluster Housing. Van Nostrand Reinhold: 1985.

Addendum

Women researching urban safety have strongly advised that a researcher may be subject to harassment. Personal telephone numbers and addresses must not be made available.

Some assistance will be required in this matter.

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PRESENTATION OF CITY HALL AWARENESS SUBCOMMITTEE OF STATUS OF
WOMEN SUBCOMMITTEE June 15, 1991 TO REGIONAL CHAIRMAN'S TASK
FORCE ON SUSTAINABLE DEVELOPMENT

My name is Lynda Morris. I am chair of the City Hall Awareness Committee of the Status of Women Subcommittee at Hamilton City Hall. I am going to address the issue of Women and Urban Safety.

On June 5, 1991, a young woman quietly reading a book at Princess Point in west Hamilton was sexually assaulted by a man with a knife. In Hamilton-Wentworth, in the three month period from January to March 1991, 118 sexual offenses were reported. In all of 1990, 546 sexual offenses were reported. Most offenses are NOT reported. Although we don't have the breakdown of how many of these offenses were against women, we do know that nationally 95% of sexual offenses are by men against women and children. A sexual offence is using force without consent. There is a sexual overtone.

In June 1990, in the Durand area of Hamilton, 25% of those interviewed in a survey do not go out alone or late at night.

In an Angus-Reid/Citizen poll conducted in the city of Ottawa in May 1991:

- one in three women surveyed said they were afraid to walk in their neighbourhoods at night.

- 90% of women surveyed restrict their activities for self-protection. (In an 8 city Canadian study reported in March 1991, some women spoke of not being able to perform most routine tasks, like going to work, shopping, picking up children from day care, going for a walk after supper, without planning "strategy" to reduce risk.

Back to the Ottawa study, 2/3 of the women who do not go out alone or avoid staying out late believe their personal security is threatened because they are female.

- 43% of the women interviewed said they fear sexual assault.

According to the report, Safe City, 1988, statistics show that one in four women will be sexually assaulted in her

Status of Women Subcommittee Report, June 1991

lifetime. 80-90% will know their assailant. Of those 30-50% will occur in the out-of doors.

The Hamilton Status of Women Subcommittee had a series of focus groups in the spring of 1991. Among the groups included were women who were disabled, low income, native, immigrant, visible minority and the general public. The women expressed a need to develop new and different approaches in the prevention and intervention of violence perpetrated against women.

Workplace harassment was presented as a problematic area. A 1980 study by the British Columbia Federation of Labour and Women's Research Centre found that 90% of all women are sexually harassed at some time in their life. According to the Hamilton group, Women Working Against Sexual Harassment, 90% of all women who are sexually harassed never file a complaint. The Status of Women Outreach Committee found that a report on harassment by an employer or co-worker often results in isolation, alienation and unemployment for the victim.

Fear affects women's everyday actions and choices. Fear and the real risk of being a victim of violence have a devastating effect on women's lives. Fear is influenced by the context of inequality, gender bias and sexism which women experience daily and within which the actual physical or sexual violence can occur. Linda MacLeod, in Freedom from Fear, identified 11 types of fear. These include fear of violence both in and out of the home, fear of being isolated from other people and the community and fear of being attacked in transit.

The effect of fear in the short term is that women restrict their activities and withdraw from urban life. (Women attend evening activities outside the home less frequently than men.) This withdrawal can diminish a person's sense of autonomy and have a negative impact on the overall quality of life for them, their husbands or partners and children. The long term effect is

Status of Women Subcommittee Report, June 1991

that this withdrawal leaves the streets open to crime. City centres die. Urban sprawl is encouraged.

Women have the right to live free from fear and violence. The Status of Women City Hall Awareness Committee suggest new plans be designed with safety in mind and old sites that are unsafe be improved.

Other communities have met with a great deal of success involving the stakeholders directly in the planning process. A lot of work has already been done on behalf of disabled by the Region through the Health and Social Services Committee in making the community more physically accessible. Results are very exciting.

Consulting with women in the community builds on the same sorts of values in designing and redesigning the urban landscape to be more people oriented. Women in the community need to be involved in a consultation process along with police, politicians, planners and architects in planning long term overall policy for safe urban design as well as ongoing concerns.

Being a woman alone at night in the city can be very frightening. Women want to be involved in crime prevention. Preventing acts of public violence calls for the modification of physical and social environments, not just personal behaviour. Other groups who are vulnerable to violence such as the frail elderly and the disabled will also benefit.

Research on the relationship between design and opportunity for public violence against women shows that certain settings may make women more vulnerable, just as others may ensure a higher degree of safety.

Hamilton-Wentworth can consider safer urban design practices in parking lots, underground parking garages, parks, recreational facilities, schoolyards (which are often desolate at night) and open spaces.

Status of Women Subcommittee Report, June 1991

The level of lighting in public spaces must be adequate to have a good look at another person while he or she is still a reasonable distance away. (Canadian Standard Association recommends 0.4 footcandles.)

Underground garages may need to have established safe lighting levels, white-washed walls and signage to designate safe escape routes.

Architects can integrate parking with central activities on a site rather than placing them on the periphery and hiding them with hedges and foliage. Deserted and poorly lit parking lots are frequent places for rapes and muggings.

Fences and shrubs in both public and private property should not limit visibility especially near high pedestrian traffic sites.

We applaud two recent moves to make our Region safer. According to last night's paper the HSR is planning stops on demand after 9:00 p.m. to take place sometime this fall. Secondly, police on bicycles as we have now in Hamilton lend to a feeling of safety.

We recommend retrofitting for safe urban design as part of the planing process. Of course, priorities will need to be set as to the most used or high traffic areas when beginning to retrofit. Safe urban design can be considered early in the design stages of new parks and housing developments in consultation with women in the community.

Police, politicians, planners and architects need to recognize women's real fear and risk as valid. Safety can be considered as a priority in planning decisions. It is critical that the region enable more than half our population decrease their fear of violence through safer urban design.

We note that our thoughts are along the same lines as the Task Force. We learned today that the Community Well-Being Working Group believe that a vision of sustainable development

Status of Women Subcommittee Report, June 1991

includes a community that is safe for all members. Your reports suggests the following:

- require municipalities to incorporate "safe planning" -- good lighting, adequate security systems, visibility to others and access to help -- into their review of neighbourhoods and new development proposals.

- public transit must incorporate safety issues. The location of stops should include adequate lighting, public telephones, safe shelters, and should not require long walks through empty or unsafe areas.

ADDENDUM

Pioneering work done in Seattle on assessing urban public space environments for danger of violent crime, especially rape found that the typical rape site tended to be in a small physically confined space generally less than 10 metres. The rape site was usually defined by a series of barriers such as dense vegetation and building walls or fences that have the effect of physically or psychologically restraining the victim. The rape site was frequently close to strong victim movement or location predictors such as pedestrian thoroughfares and bus stops.

from The Safe City, Toronto City Council, fall 1988

quoted from Stoks, Francis G. Assessing Urban Public Space Environments for Danger of Violent Crime - Especially Rape. Ph.D. Dissertation, University of Washington, Seattle, U.S.A., 1982

COMFORT FOR WOMEN AND MEN CAN BE INCREASED BY ENCOURAGING BARS, RESTAURANTS AND CLUBS TO MONITOR THEIR OWN FRONT AREA TO ENSURE THAT PATRONS ARE NOT CREATING A DISTURBANCE OR HARASSING PEOPLE PASSING BY.

Status of Women Subcommittee Report, June 1991

BIBLIOGRAPHY

Freedom from Fear, Corporate Policy Branch, Secretary of State Canada, Linda MacLeod, March 1991

Hamilton Status of Women Subcommittee Outreach Committee Report, draft form, June 1991

Improving Women's Urban Safety: The Centretown Experience; Centretwon Citizens' Community Association, City of Ottawa, May 1991

Moving Forward: Making Transit Safer for Women, Toronto Transit Commission, 1989

The Safe City, Municipal Strategies For Preventing Public Violence Against Women, Fall 1988, contact: METRAC, Toronto

OTHER RESOURCES

Our Needs, Our Communities, Let's Plan, A Community Planning Manual for Women in Metro Toronto and Ontario - Women Plan Toronto

Women and Environments: Spring 85, 86, Winter 87, Fall 89/Winter 90

SURVEY -- MAKING THE CITY SAFER FOR WOMEN

The Hamilton Safety Audit

Women often carefully plan their activities because of concerns about personal safety.

Please fill in the attached survey form to help the Status of Women Subcommittee in our planning of the Hamilton Safety Audit.

On the survey form, the term "regular activities" is used.

REGULAR ACTIVITIES includes shopping, work-related, religious, recreational, volunteer, child-care and in-home activities. This includes the use of public or personal transportation whether by bus, car, truck, motorbike, bicycle or walking to and from these activities and the use of parking lots and bus shelters et cetera.

1. Are you female ☒ or male ☐

2. How old are you?

under 18 ☐ 18-24 ☐ 25-34 ☐ 35-44 ☐ 45-54 ☐ 55-64 ☐ 65-74 ☐
75-84 ☐ over 85 ☐

3. What is your general feeling of personal safety or comfort while doing your regular activities?

very comfortable ☐ comfortable ☐ very uncomfortable ☐

4(a) Do you carefully plan your regular activities because of fear for your personal safety?

never ☐ sometimes ☐ always ☐

4(b) Please give examples of how you plan your activities because of these fears.

5(a) Do you restrict your regular activities because of fear for your personal safety?

never ☐ sometimes ☐ always ☐

5(b) Please give examples of how you restrict your activities.

Please use the other side of this page if you need more space.

6. Have the following situations ever happened to you while involved in your regular activities?

	HAPPENED		DID YOU KNOW THE PERSON WHO DID IT?		DID YOU REPORT IT THE POLICE?	
	YES	NO	YES	NO	YES	NO
verbal harrassment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
physical harrassment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
purse snatching	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
theft (at work, on the street, while shopping etc	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
break-in of your home	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
physical assault causing bodily harm	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
sexual assault	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
any other	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please describe

You may use the other side ²⁷ of this page.

7. Please describe specific places in the city of Hamilton where you feel unsafe and

what could be done to make you feel safer.

(a) place

time of day _____

time of year _____

what could be done

b) place

time of day _____ time of year _____

what could be done?

c) place

time of day _____ time of year _____

what could be done?

d) place

time of day _____ time of year _____

what could be done?

e) place

time of day _____ time of year _____

what could be done?

Please use the rest of this page and the other side of this page if you have more ideas to share. We can use this information in determining where we do safety audits.

8. How did you find out about this meeting?

a) radio _____ which station _____

newspaper _____ Spectator _____ Hamilton Journal East
Hamilton Journal West _____ Hamilton Mountain News _____

c) flyer _____ Where was it posted? _____

d) Did you receive the flyer in the mail? _____

e) Did your organization receive the flyer? _____

What is the name of your organization? _____

9. Would you be interested in taking part in a safety audit in the future

10 IF YOU ARE INTERESTED IN TAKING PART IN A SAFETY AUDIT IN THE FUTURE, PLEASE SIGN UP ON
THE SIGN UP SHEET.

THANK YOU FOR YOUR PART IN HELPING MAKE HAMILTON A SAFER CITY FOR WOMEN

Strategic Plan Submission
from
Hamilton Status of Women Sub-Committee
prepared by Lynda Morris
1991 November 11

Women are afraid to go out at night. In 1990 June in the Durand Neighbourhood of Hamilton, 25 per cent of those interviewed in a survey do not go out alone or late at night.

Maclean's in its recent 1991 November 11, issue reported that Gallup Canada Inc. found in a survey conducted in September that 56 per cent of adult women (and 18 per cent of men) were afraid to walk in their own neighbourhood after dark.

Linda MacLeod, in Freedom from Fear, identified 11 types of fear. These include fear of violence both in and out of the home, fear of being isolated from other people and the community and fear of being attacked in transit.

The Hamilton Status of Women Sub-Committee recommend a safer Hamilton. A safer Hamilton is a Hamilton that will be even more desirable as a place to live and work -

- safety in the home
- safety in the streets
- safety in recreation centres and parks

Safety in the Home

Greater safety in apartment buildings may include such issues as:

- balconies that are well separated from each other so that an individual cannot easily climb from one balcony to another.
- having community rooms available in apartment buildings to which apartment dwellers can socialize and/or escape when domestic situations are difficult. (in addition to laundry rooms)
- improving lighting in parking lots and garages
- white walls in parking garages
- clearly identified stairwells
- clear signage indicating exits and entrances

Safety in the Streets

- regular safety audits funded by the City
- recommendations from the audits to be included in bylaws where appropriate

- recommendations from the audit passed on and acted upon by appropriate City and Regional Departments, for example, Building Department (Property Standards) Police, Fire Department, Engineering, Planning, Social Services Department (shelter and housing), Transit Services.

Safety in Recreation Centres and Parks

- landscaping that does not block sightlines or provide a hiding place.
- washrooms in recreation centres where parents can change children of the opposite sex or adults may change a partner of the opposite sex who needs help
- free self defense courses for women

ROLE AND PRIORITIES OF CITY HALL IN THE COMMUNITY

The Community

Changes in the way our city, parks and buildings - outside as well as inside, public and private (for example, apartment buildings) are planned and designed will lead to a safe city for women and for all our citizens, provided that safety concerns are taken into account. We want our women's organizations consulted, as part of the approval process. Women have a lifetime of experience about what makes them feel safe or unsafe.

A community based women's group needs to be included on the site plan circulation list for both internal and external projects so that plans will always address women's safety concerns.

The community needs to continue working to bring people together. A sense of caring, belonging and ownership by the residents of an area prevents it from deteriorating and makes it safer.

(Many of the above comments on roles and priorities are drawn from Miranda Lawrence report on the Centretown Experience).

BIBLIOGRAPHY

MacLeod, Linda, Freedom from Fear, Corporate Policy Branch, Secretary of State, Canada, 1991 March.

Bergman, Brian, Women in Fear, Macleans, 1991 November 11.

Lawrence, Miranda, Improving Women's Urban Safety, The Centretown Experience, Centretown Citizens Community Association Safety Audit Report, City of Ottawa, 1991 May.

BEASLEY NEIGHBORHOOD ASSOCIATION
WORKSHOP RECORDS FROM MEETING FEBRUARY 4TH

ISSUES- -GROUP 1

- LACK OF PARKING AT ELGIN AND CANNON
- CARTER PROPOSAL
- NEED PLACES FOR KIDS TO PLAY
- PARKS - OPEN SPACE
- BETTER USE OF VACANT LAND - IE PARKING
- IMPACT OF PERIMETER ROAD
- TRUCK TRAFFIC ON
 - WILSON
 - WELLINGTON
 - BARTON
 - CANNON
 - DIESEL TRUCKS AND FUMES
 - NOISE POLLUTION AND SAFETY
- MORE TREES
- SLOPE OF DRIVEWAY APPROACHES
 - ICE UP - DANGEROUS
- AIR POLLUTION -SMELL FROM COTTON MILL
- MATERIAL RELEASED INTO SEWERS AT NIGHT
- NOISE FORM THE COTTON MILL
 - EXHAUST FANS AND AIR CONDITIONER SYSTEMS
- DUST AND SOOT IN THE AIR
- NEED ADDITIONAL STREET CLEANING
- WELLINGTON AND CANNON PARK SITE -?
- PAVE THE ALLEYWAYS
- SCOOP UP AFTER DOGS
- STOP DAMAGE TO BEASLEY PARK
- USE NEIGHBORHOOD WATCH PROGRAM
- RECREATION/COMMUNITY CENTER
 - WITH POOL AND OTHER FACILITIES
- GARBAGE IS EVERYWHERE
 - LITTER IN ALLEYWAYS
- LACK OF RESPECT FOR PEOPLES PROPERTIES
- SOME LAND USES NOT COMPATIBLE WITH RESIDENTIAL
 - IE COMMERCIAL/INDUSTRIAL -BODY SHOPS ...
- POORLY MAINTAINED HOMES
- NEED TO MAINTAIN AND IMPROVE HISTORIC BUILDINGS
- ABSENTEE LANDLORDS
 - HIGH RESIDENTIAL TURNOVER
- RAILWAY CROSSINGS
- BICYCLE PATHS
- USE OF SCHOOLS AFTER HOURS
- LOWER TAXES
- PEOPLE DON'T CLEAR SNOW OFF THEIR SIDEWALKS

GROUP 1 CONT'D

LIKES

- LOW RISE BUILDINGS
- THE VIEW
- THE WAY PEOPLE TEND TO THEIR GARDENS
- CLOSE TO DOWNTOWN
- CLOSE TO THE STORES, SERVICES TRANSPORTATION AND LIBRARIES
- THE TRADITION AND HISTORY
- LONG TERM RESIDENTS
- NICE NEIGHBORS

PRIORITIES

- AIR POLLUTION - SMELL FROM THE COTTON MILL
- CARTER PROPOSAL
- LACK OF PARKING AT ELGIN AND CANNON
- TRUCK TRAFFIC
- IMPACT OF PERIMETER ROAD

GROUP 2

ISSUES

- CARTER DEVELOPMENT
- CANNON STREET UPGRADING
- LOTS OF PEDESTRIAN TRAFFIC
- NEED FOR COMMUNITY CENTER
- BICYCLE FACILITIES
- BIKE PATH ON FERGUSON AVENUE
- NEED FOR LOW DENSITY DEVELOPMENT
- NEED FOR NEIGHBORHOOD ASSOCIATION TO WORK WITH LANDLORDS , CITY HALL , BUSINESSES .
- IMPROVED SERVICES
 - INCREASED GREEN ON THE STREETS
 - MORE STREET CLEANING
- POLICING /NEIGHBORHOOD WATCH
- BEAUTIFICATION
 - CO-ORDINATE ARCHITECTURAL STANDARDS
 - COMPATIBLE ARCHITECTURE
 - QUAINT LIGHTING ON STREETS
 - TREES
 - PICKING UP LITTER
- WELLINGTON AND KELLY - SHOULD FIX THINGS UP IN THE SHORT TERM - NOT LEAVE IT TO ROT UNTIL DEVELOPMENT HAPPENS
- PROBLEM WITH THE APPEARANCE OF CANNON STREET
 - HOUSES NEED UPGRADING
- GOOD SHEPARD CENTER IS A BIG PROBLEM
 - PEOPLE WAITING TO GET IN
 - PEOPLE SLEEPING IN THE PARK
- DON'T WANT ANY MORE APARTMENT BUILDINGS
- NEED TREES
- SUPPORT REHABILITATION OF PROPERTY
- RECREATION CENTERS ARE TOO FAR AWAY
- PARKETTES
- WELLINGTON TAVERN IS A PROBLEM WITH DRUNKS IN THE PARKING LOT
- AREAS NORTH OF BARTON STREET ARE NOT THAT SAFE
- AREA AROUND BUS TERMINAL/BUS SERVICE AREA /POLICE STATION FEELS "UNSAFE" AT NIGHT
 - VACANT HOUSES , POOR LIGHTING
- DIESELING BUSES ARE POLLUTING THE NEIGHBORHOOD
- BETTER POLICING , NEIGHBORHOOD WATCH ?
- LOTS OF TRANSIENTS DUE TO SOCIAL SERVICES
 - PROBLEM : SHOULDN'T EXPAND THE PARK ACROSS FROM THE GOOD SHEPARD CENTER
 - NOT A GOOD PARK FOR CHILDREN

GROUP 2 CONT'D

ISSUES CONT'D

- WANT MORE CONTROL/OWNERSHIP OF FUTURE INITIATIVES
IN THE NEIGHBORHOOD
P.R.I.D.E. , FFERGUSON AVE. ,
- WANT MORE OF THE FOLLOWING
UNDERGROUND SERVICES - CABLE , HYDRO ,
BELL TELEPHONE
DECORATIVE LIGHTING ON STREETS
- NEED QUICKER RESPONSE TO COMPLAINTS ABOUT
SIDEWALK REPAIRS
RESODDING AFTER CITY OR UTILITY WORK
- MORE RESIDENTIAL
- ADHERENCE TO THE OFFICIAL PLAN
NEIGHBORS SHOULD "DIALOGUE" WITH LOCAL BUSINESS
PEOPLE AND THEY WITH US

LIKES

- PROXIMITY TO DOWNTOWN
- GOOD SCHOOL
- PROXIMITY TO BUS - OTHER TRANSIT
- ETHNIC MOSAIC BENEFITS THE COMMUNITY
- PROXIMITY TO THE HARBOR
- LIKES THE QUIET OF SOME AREAS

DISLIKES

- TRANSIENCE (TURNOVER) ESPECIALLY IN RENTAL
BUILDINGS
- NEED MORE THINGS FOR OUR CHILDREN
RECREATION , POOLS , ORGANIZED SPORTS ,
BASEBALL
- CITY RECREATION CENTER IE YEAR ROUND CITY
PROGRAMS
- NOT ATTRACTING "DESIRABLE" LONG TERM TENANTS
- NEED FOR MORE HOME OWNERSHIP TO ENCOURAGE
STABILITY
- LACK OF PRIDE / IDENTITY IN NEIGHBORHOOD
- FRAGMENTED NEIGHBOURHOOD IE ETHNIC MOSAIC
- LACK OF POLITICAL LEADERSHIP

GROUP 2 CONT'D

PRIORITIES

- RECREATION CENTER WITH A POOL
- A PLACE FOR CHILDRENS' ACTIVITIES
- BICYCLE/SKATEBOARD TRAIL
- ACTIVITY CENTER FOR SENIORS
- GOOD LIGHTING - BEAUTIFICATION
- ONLY LOW DENSITY RESIDENTIAL DEVELOPMENT ON CARTER SQUARE
- NEIGHBOURHOOD WATCH
- COMPLETION OF PARKS PROGRAM IN NEIGHBOURHOOD
- UPGRADE CANNON STREET
- SCHOOLS /EDUCATION
- UPGRADE OF FERGUSON AVENUE

GOALS OF A NEIGHBOURHOOD ASSOCIATION

- BUILD SOMETHING FOR OUR CHILDREN
- CLEAN COMMUNITY
- SPEAK IN A COLLECTIVE VOICE AT CITY HALL
- BUILD A STRONG NEIGHBORHOOD ASSOCIATION

REPORT TO LARGE GROUP

- BUILD A STRONG NEIGHBOURHOOD ASSOCIATION , SO THAT WE CAN SPEAK WITH A COLLECTIVE VOICE AT CITY HALL , TO BUILD SOMETHING FOR OUR CHILDREN , AND CLEAN UP THE COMMUNITY

PRIORITIES

- RECREATION CENTER AND A POOL , FOR OUR SENIORS AND CHILDREN , WITH PLANNED ACTIVITIES TO INVOLVE ALL AGE GROUPS WITHIN OUR COMMUNITY
- BETTER LIGHTING AND STREET BEAUTIFICATION
- NEIGHBOURHOOD WATCH

GROUP 3

ISSUES

- ABSENTEE LANDLORDS
- POOR HOUSING QUALITY
- PROPERTY STANDARDS ARE NOT MAINTAINED
- CRIME
- PROPERTY DAMAGE
- PARKING - WORKERS TAKE UP PARKING SPACES
- PARK IS UNTIDY GARBAGE FROM PEOPLE USING THE GOOD SHEPARD CENTER
- GARBAGE IN ALLEYWAYS
- GENERAL CONDITION OF ALLEYWAYS
- PARK DOESN'T FEEL SAFE - OCCUPIED BY PEOPLE WHO HAVE SOCIAL PROBLEMS
- POLLUTION - VEHICLE DENSITY ON CANNON AND WILSON
 - CANADA KNITTING MILLS (INDUSTRIAL)
- BUSY STREETS- PEDESTRIAN SAFETY IN GENERAL AND CHILD SAFETY AROUND PARKS
- STREET LIGHTING- LACK OF LIGHTING IN THE ALLEYWAYS PERSONAL AND PROPERTY SAFETY
- STREET CLEANING - SIDE STREETS PARTICULARLY
- POOR ROAD MAINTENANCE
 - ALLEY AT ELGIN AND MARY
- NEED FOR POLICE FOOT PATROLS PARTICULARLY IN THE SUMMER IN THE AREA OF THE PARK
- MIXED LAND USE - WHAT IS THE LONG TERM PLAN IF INDEED THERE IS ONE
- GROUNDS AND BUILDING MAINTENANCE ON INDUSTRIAL / COMMERCIAL SITES
- BUFFERS BETWEEN COMMERCIAL AND RESIDENTIAL AREAS
- LACK OF SNOW REMOVAL HINDERS PEDESTRIANS
- NOISE POLLUTION
- FRONT YARD PARKING
- ASSESSMENT / TAXES

NEEDS

- GREENING OF BEASLEY PARK - REPLACE CUT TREES
- NEIGHBOURHOOD POLICING - NEIGHBOURHOOD WATCH
- NEIGHBOURLINESS
- PARKING CONTROLS
- EMPLOYMENT OPPORTUNITIES

GROUP 3 CONT'D

WHAT WE HAVE THAT WE DON'T NEED

- TOO MUCH HEAVY INDUSTRY - NOISY , NOXIOUS
- RUN DOWN HIGH RISE APARTMENTS
- POLLUTION - INCLUDING DOGS
- TRAFFIC
- HYDRO LINES , POWER , TELEPHONE ETC.
- FERGUSON AVENUE TRACKS
- ABANDONED / DERELICT BUILDINGS

THINGS THAT COULD BE BETTER

- RESTORATION OF OLDER BUILDINGS - INCLUDING
PRESERVATION
- FENCES BETWEEN COMMERCIAL AND RESIDENTIAL
- PROPERTY MAINTENANCE
- STREETSCAPE
- SCHOOL AND NEIGHBOURHOOD ASSOCIATIONS
- SUPERVISED SUMMER PARK ACTIVITIES
- PROGRAMS FOR TEENS
- BETTER SEPARATION OF PARK AND INDUSTRIAL USES
- SCHOOL- PERMIT / EXPAND USE TO INCLUDE A COMMUNITY
CENTER
- TREE TRIMMING AND REPLANTING

WHAT WE CAN DO

- GET ORGANIZED
- PETITION
- VOLUNTEER AND GET INVOLVED
- APPEAL TO PROPERTY OWNERS
- OFFER TO SHARE THE LOAD
- GET BY-LAWS ENFORCED
- COLLECTIVE ACTIONS
- ORGANIZE BY COMMUNITY
- LANGUAGE AND ETHNIC BARRIERS NEED TO BE BROKEN
- PLANT TREES ON BUSY STREETS

GROUP 3 CONT'D

LIKES

- TERRIFIC NEIGHBOURS
- HIGH ETHNICITY
- HIGHLY ACCESSIBLE
- ALL EMERGENCY SERVICES RESPOND QUICKLY WHEN

CALLED

- SHOPPING IS AT HAND AND WELL REPRESENTED
- HOSPITALS ARE NEARBY

WE HAVE LIVED HERE A LONG TIME - EXAMPLES BY NUMBER OF YEARS IN THE AREA - 6 -40 -7 -20 -45 -40 -50 -2 -15 -16 -13 -18

PRIORITIES

- POLICING / CRIME - REDUCE THEFTS
- PRESERVATION AND RESTORATION OF OLDER HOMES
- POLLUTION - ESPECIALLY TRAFFIC AND COTTON MILL
- SHORTAGE OF PARKING
- GREENING - MORE TREES
- REDUCE OR CONTROL FUTURE INDUSTRY
- MAINTANANCE OF INDUSTRIAL /COMMERCIAL BUILDINGS AND PROPERTY

GROUP 4 CONSISTING OF SPANISH MEMBERS OF OUR COMMUNITY

ISSUES

- BUILDINGS SHOULD NOT BE PERMITTED TO PROPERTY LINES
- NEED RESPECT FOR PRIVATE PROPERTY
- NEIGHBOURS SHOULD BE NOTIFIED OF APPLICATIONS FOR
DEMOLITION / BUILDING PERMITS
- STOP CARTER - NO HIGH RISE BUILDINGS
- SECURITY FOR CITIZENS
- AIR POLLUTION SHOULD BE CONTROLLED
LOCAL INDUSTRIES/STORES/BAKERIES
- STOP TROPICS CLUB ON CATHERINE STREET
- BETTER MAINTENANCE FOR OUR STREETS FROM OUR TAX \$
- UTILITIES SHOULD PETITION HOMEOWNERS IF THEY PLAN TO
INSTALL SERVICE BOXES FOR BURIED CABLES
ON OR IN FRONT OF THEIR PROPERTIES
- DOG OWNERS SHOULD CLEAN UP AFTER THEIR PETS , EVEN
ON THEIR OWN PROPERTIES - KEEPING ODORS
DOWN
- HEALTH AND BY-LAW STANDARDS SHOULD BE ENFORCED TO
ENSURE THE CONTROL OF RODENTS AND
COCKROACHS FROM INFESTING NEIGHBOURING
HOMES
- NO HOME SHOULD BE DEMOLISHED FOR PARKING WITHOUT
THE AUTHORIZATION OF THE NEIGHBOURHOOD
- LATE NIGHT NOISE POLLUTION FROM COMMERCIAL BARS ETC
A PROBLEM

PRIORITIES

- STOP CARTER
- AIR POLLUTION
- DEMOLITION CONTROL SHOULD INCLUDE PUBLIC
NOTIFICATION AND INVOLVEMENT

WORKSHOP ANALYSIS

PLANNING ISSUES

- BUILDINGS SHOULD NOT BE PERMITTED TO PROPERTY LINES
- NEIGHBORS SHOULD BE NOTIFIED OF APPLICATIONS FOR DEMOLITION OR BUILDING PERMITS
- STOP TROPICS CLUB ON CATHERINE STREET
- NO HOME SHOULD BE DEMOLISHED FOR PARKING WITHOUT THE AUTHORIZATION FROM THE NEIGHBOURHOOD
- MIXED LAND USE
 - WHAT IS THE LONG TERM PLAN - IS THERE ONE ?
- BUFFERING BETWEEN COMMERCIAL AND RESIDENTIAL AREAS
- FRONT YARD PARKING
- TOO MUCH INDUSTRY - HEAVY , NOISY , NOXIOUS
- PRESERVE OLDER BUILDINGS
- FENCES BETWEEN COMMERCIAL AND RESIDENTIAL
- BETTER SEPARATION OF PARK AND INDUSTRIAL USES
- NEED FOR LOW DENSITY DEVELOPMENT
- INCREASED GREEN ON STREETS
- BEAUTIFICATION
 - COORDINATE ARCHITECTURAL STANDARDS
 - ALLOW ONLY COMPATIBLE ARCHITECTURE
 - QUAINT LIGHTING ON THE STREETS
 - TREES
- DON'T WANT ANY MORE APARTMENT BUILDINGS
- SUPPORT REHABILITATION OF PROPERTY
- PARKETTES
- MORE RESIDENTIAL
- ADHERENCE TO THE OFFICIAL AND NEIGHBOURHOOD PLANS
- LARGE TURNOVER RATE IN RESIDENCE ESPECIALLY IN RENTAL BUILDINGS
- NEED MORE HOME OWNERSHIP TO ENCOURAGE STABILITY
- NEED TO ATTRACT "DESIRABLE" RESIDENTS - LONG TERM
- BETTER USE OF VACANT LAND - IE - PARKING
- IMPACT OF PERIMETER ROAD
- SOME LAND USES NOT COMPATIBLE WITH RESIDENTIAL
 - IE - COMMERCIAL/INDUSTRIAL {BODY SHOPS ETC.}
- ABSENTEE LANDLORDS - HIGH RESIDENTIAL TURNOVER
- BICYCLE PATHS
- LIKE LOW RISE BUILDINGS AND THE VIEW
- NEED LONG TERM RESIDENTS

WORKSHOP ANALYSIS

HOUSING

- ABSENTEE LANDLORDS
- POOR HOUSING QUALITY
- RUN DOWN HIGH RISE APARTMENTS
- ABANDONED / DERELICT BUILDINGS
- PRESERVE AND RESTORE OLDER BUILDINGS
- APPEAL TO PROPERTY OWNERS
- PROBLEM WITH THE LOOK OF CANNON STREET -HOUSES SHOULD BE UPGRADED
- DON'T WANT ANY MORE APARTMENT BUILDINGS
- SUPPORT REHABILITATION OF PROPERTY
- TRANSIENCE (TURNOVER) ESPECIALLY IN RENTAL BUILDINGS
- NEED FOR MORE HOME OWNERSHIP TO ENCOURAGE STABILITY
- NEED TO ATTRACT "DESIRABLE" RESIDENTS - LONG TERM
- POORLY MAINTAINED HOMES
- NEED TO MAINTAIN AND IMPROVE HISTORIC BUILDINGS
- ABSENTEE LANDLORDS - HIGH RESIDENTIAL TURNOVER

CARTER SQUARE

- STOP CARTER - NO HIGH RISE APARTMENTS
- CARTER DEVELOPMENT
- NEED FOR LOW DENSITY DEVELOPMENT
- ONLY LOW DENSITY RESIDENTIAL DEVELOPMENT ON CARTER SQUARE
- CARTER PROPOSAL

BY - LAW ENFORCEMENT

- HEALTH STANDARDS SHOULD BE ENFORCED TO ENSURE THE CONTROL OF RODENTS AND COCKROACHES IN COMMERCIAL OPERATIONS FROM INFESTING NEIGHBOURHOOD HOMES
- PROPERTY STANDARDS ARE NOT MAINTAINED
- GROUNDS MAINTENANCE ON INDUSTRIAL/COMMERCIAL SITES
- LACK OF SNOW REMOVAL HINDERS PEDESTRIANS
- PROPERTY MAINTENANCE
- GET BY LAWS ENFORCED
- PEOPLE DON'T CLEAR SNOW OFF THEIR SIDEWALKS

WORKSHOP ANALYSIS

BEAUTIFICATION

- GROUNDS MAINTENANCE ON INDUSTRIAL / COMMERCIAL SITES
- BUFFERING BETWEEN COMMERCIAL AND RESIDENTIAL AREAS
- NEED GREENING OF BEASLEY PARK - REPLACE CUT TREES
- PROPERTY MAINTENANCE
- STREETSCAPE
- TREE TRIMMING AND REPLANTING
- PLANT TREES ON BUSY STREETS
- CANNON STREET UPGRADING
- INCREASED GREEN ON STREETS
- QUAINT LIGHTING ON STREETS
- TREES
- PICKING UP LITTER
- WELLINGTON AND KELLY SHOULD FIX THINGS UP IN THE SHORT TERM,
DON'T LEAVE IT TO "ROT" UNTIL DEVELOPMENT HAPPENS
- NEED TREES
- NEED BETTER LIGHTING AND STREET BEAUTIFICATION

PARKS

- PARK IS UNTIDY - GARBAGE FROM PEOPLE USING GOOD SHEPPARD
CENTER
- PARK DOESN'T FEEL SAFE - OCCUPIED BY PEOPLE WITH SOCIAL
PROBLEMS
- GREENING OF BEASLEY PARK - REPLACE CUT TREES
- SUPERVISED SUMMER PARK ACTIVITIES
- PROGRAMS FOR TEENS
- BETTER SEPARATION OF PARK AND INDUSTRIAL USES
- SCHOOL - PERMIT/ EXPAND COMMUNITY USE AS COMMUNITY CENTER
- NEED FOR A COMMUNITY CENTER
- BICYCLE FACILITIES
- BIKE PATH ON FERGUSON AVENUE

WORKSHOP ANALYSIS

PARKS CONT'D

- GOOD SHEPPARD IS A BIG PROBLEM
 - PEOPLE WAITING TO GET IN
 - PEOPLE SLEEPING IN THE PARK
- RECREATION CENTERS ARE TOO FAR AWAY
- PARKETTES
- NEED MORE THINGS FOR CHILDREN - RECREATION , POOL , ORGANIZED SPORTS , BASEBALL
- NEED CITY RECREATION CENTER -IE. CITY PROGRAMMING
- PLACE FOR SENIORS TO GO - CENTER
- NEED PLACES FOR KIDS TO PLAY
- NEED PARKS AND OPEN SPACES
- STOP DAMAGE TO BEASLEY PARK
- USE OF SCHOOLS AFTER HOURS

ENVIRONMENT

- AIR POLLUTION SHOULD BE CONTROLLED FROM LOCAL INDUSTRY STORES , BAKERY
- POLLUTION
 - AUTOMOTIVE - CANNON AND WILSON STREETS
 - INDUSTRIAL - KNITTING MILLS
- NOISE POLLUTION
- TOO MUCH INDUSTRY - HEAVY , NOISY , NOXIOUS
- POLLUTION - INCLUDING DOGS
- DIESELING BUSES ARE POLLUTING THE NEIGHBORHOOD GO TERMINAL
- DIESEL TRUCKS AND FUMES
- NOISE POLLUTION AND SAFETY
- MORE TREES
- AIR POLLUTION - SMELL FROM COTTON MILL
- MATERIAL RELEASED INTO SEWERS AT NIGHT
- NOISE FROM COTTON MILL -EXHAUST FANS AND AIR CONDITIONERS
- DUST AND SOOT IN THE AIR
- SCOOP UP AFTER DOGS
- GARBAGE IS EVERYWHERE
- LITTER IN ALLEYS

WORKSHOP ANALYSIS

TRAFFIC

- BUSY STREETS
- PEDESTRIAN SAFETY ESPECIALLY FOR KIDS AND AROUND PARKS
- TRAFFIC / LESS
- LOTS OF PEDESTRIAN TRAFFIC
- BICYCLE FACILITIES
- BIKE PATH ON FERGUSON AVENUE
- UPGRADE FERGUSON AVENUE
- REMOVE TRUCKS ON FERGUSON AVENUE
- IMPACT OF A PERIMETER ROAD
- TRUCK TRAFFIC A PROBLEM ON
WILSON , WELLINGTON , BARTON , CANNON
- BICYCLE PATHS

PARKING

- PARKING - WORKERS TAKE UP OUR PARKING SPACES
- FRONT YARD PARKING
- NEED OF PARKING CONTROLS
- LACK OF PARKING AT ELGIN AND CANNON
- BETTER USE OF VACANT LAND - IE. PARKING

STREETS AND SANITATION

- MAINTENANCE AND RENOVATION OF STREETS SHOULD BE PAID BY
CITY
- STREET CLEANING - SIDE STREETS
- ROAD CONDITION POOR - ALLEY AT ELGIN AND MARY STREETS
- REMOVE TRACKS ON FERGUSON AVENUE
- IMPROVED SERVICES - MORE STREET CLEANING
- NEED QUICKER RESPONSE TO COMPLAINTS - SIDEWALK REPAIRS
RESODDING OF LAWNS AFTER UTILITIES WORK
- UPGRADE FERGUSON AVENUE
- SLOPE OF DRIVEWAY APPROACHES - ICE UP DANGEROUS
- NEED EXTRA STREET CLEANING
- PAVE THE ALLEYWAYS
- RAILWAY CROSSINGS

WORKSHOP ANALYSIS

ALLEYWAYS

- GARBAGE IN ALLEYS
- GENERAL CONDITION OF ALLEYS
- NO LIGHTING IN ALLEYS
- LITTER IN ALLEYS
- PAVE THE ALLEYS

CRIME / SAFETY

- PROVIDE SECURITY FOR CITIZENS
- CRIME
- PROPERTY DAMAGE
- PARK DOESN'T FEEL SAFE - OCCUPIED BY PEOPLE WITH SOCIAL PROBLEMS
- BUSY STREETS - PEDESTRIAN SAFETY ESPECIALLY KIDS AND AROUND PARKS
- STREET LIGHTING - NO LIGHTING IN ALLEYS - PERSONAL AND PROPERTY SAFETY
- NEED POLICING ON FOOT - ESPECIALLY IN THE SUMMER AND AROUND THE PARKS
- NEIGHBOURHOOD POLICING
- NEIGHBOURHOOD WATCH
- GOOD SHEPPARD CENTER IS A BIG PROBLEM - PEOPLE WAITING TO GET IN - PEOPLE SLEEPING IN THE PARK
- WELLINGTON TAVERN IS A PROBLEM WITH DRUNKS IN THE PARKING LOT
- AREA NORTH OF BARTON NOT THAT SAFE
- AREA AROUND THE BUS TERMINAL / POLICE STATION FEELS "UNSAFE" AT NIGHT - VACANT HOUSES - POOR LIGHTING
- BETTER POLICING / NEIGHBOURHOOD WATCH
- LOTS OF TRANSIENTS DUE TO SOCIAL SERVICES CAUSING A PROBLEM SHOULDN'T EXPAND THE PARK ACROSS FROM GOOD SHEPPARD NOT A GOOD PARK FOR CHILDREN
- REDUCE TRUCK TRAFFIC ON MAIN ROADS
- SLOPE OF DRIVEWAY APPROACHES - ICE UP - DANGEROUS

WORKSHOP ANALYSIS

LIGHTING

- STREET LIGHTING - NO LIGHTING IN ALLEYWAYS - MORE LIGHTING FOR PROPERTY AND PERSONAL SAFETY
- QUAINT LIGHTING ON STREETS WITH BURIED CABLES
- AREA AROUND THE BUS TERMINAL / POLICE STATION FEELS "UNSAFE" AT NIGHT - POOR LIGHTING
- WANT UNDERGROUND SERVICES - DECORATIVE LIGHTING
- BETTER LIGHTING ON STREETS

UTILITIES

- UTILITIES SHOULD NOTIFY HOMEOWNERS IF THEY PLAN TO PLACE SERVICE BOXES FOR UNDERGROUND CABLES IN FRONT OF THEIR PROPERTIES
- BURY HYDRO LINES - POWER , CABLE , BELL
- QUAINT LIGHTING ON STREETS WITH BURIED CABLE
- WANT UNDERGROUND SERVICES AND DECORATIVE STREET LIGHTING]
- NEED QUICKER RESPONSE TO COMPLAINTS - IE. RESODDING AFTER UTILITY WORK
- BETTER LIGHTING

GENERAL COURTESY

- NEED RESPECT FOR PRIVATE PROPERTY
- DOG OWNERS SHOULD CLEAN UP AFTER THEIR DOGS
- PET OWNERS SHOULD KEEP THEIR YARDS CLEAN AND ODOR FREE
- PEOPLE SHOULD NOT BE "LOUD" IN THE STREETS LATE AT NIGHT
- LACK OF SNOW REMOVAL HINDERS PEDESTRIANS
- NEIGHBOURLINESS
- SCOOP UP AFTER DOGS
- LACK OF RESPECT FOR PEOPLES PROPERTY

WORKSHOP ANALYSIS

GENERAL

- ASSESSMENT / TAXES
- EMPLOYMENT OPPORTUNITIES
- SCHOOL AND NEIGHBOURHOOD ASSOCIATIONS
- GET ORGANIZED
- PETITION
- NEED FOR COMMUNITY CENTER
- GOOD SHEPPARD IS A BIG PROBLEM - PEOPLE WAITING TO GET IN -
PEOPLE SLEEPING IN THE PARK
- WANT MORE CONTROL / OWNERSHIP OF FUTURE INITIATIVES IN THE
NEIGHBOURHOOD - P.R.I.D.E. , FERGUSON AVENUE
- NEIGHBOURS SHOULD DIALOGUE WITH LOCAL BUSINESS AND VICE
VERSA
- LACK OF POLITICAL LEADERSHIP
- LACK OF PRIDE / IDENTITY IN NEIGHBOURHOOD
- LOWER TAXES
- USE OF SCHOOL AFTER HOURS

A way to revive Barton Street

Housing and jobs can be economically created and the area again have bustling neighborhoods

ITS ABOUT 50 years since our parents brought my brother, sister and me to Hamilton. Until then it was a nomad life, as dad moved often in pursuit of work. We moved so often my dad joked that it was cheaper to move than pay the rent.

Father made his first stab at owning property when a whirlwind real estate agent (whom I am sure never slept) named Charlie Haynes devised an arrangement by which a purchase could be made with little or no money. I still can't explain the deal, but it happened and we moved to 57 Lloyd Street.

No matter how little the purchase price, it was too much. At a later date the house, as it was then, might have been razed in an urban renewal scheme.

Our part of Lloyd Street divided the rear entrance of the Hoover Plant and the front of the Glass Company. At the bottom of our backyard, the railway siding, which brought sand to the glass company every night between 3 a.m. and 5 a.m., was a fact of life. It required some time to come to terms with that reality.

But Wally Mack was a couple of doors east. Danny Susiaric a couple of doors to the west, and up the street were the Robinson brothers. All good people. Lloyd Street is a short block north of Barton and runs from Lottbridge to Gage, not exactly suburbia, but a good place to start.

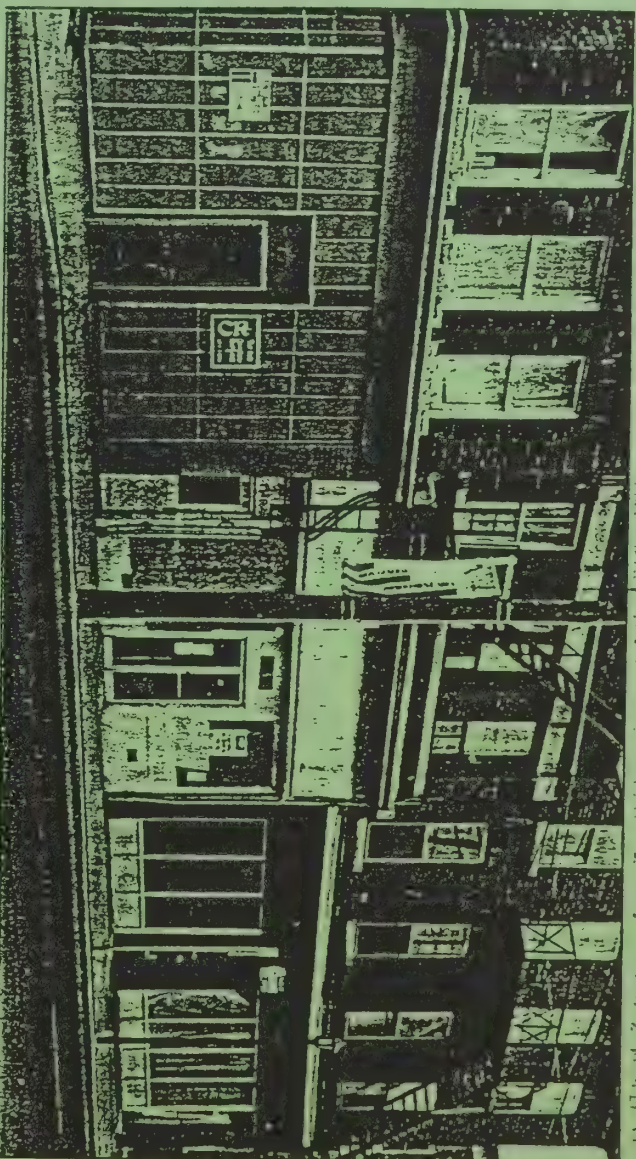
We moved to 622 Barton Street where a plumbing shop down and an apartment above served by one family needs. We had grown by one with a new sister, Joanne. Uncle Harry, who lived with us and worked with dad, Mom, Dad and four kids, all above the plumbing shop, was a pretty tight fit. But it was close to Gibson School and was a wonderful neighborhood with friendly people.

Klella's Waverley House was the local recreation and cultural hub. Mary Wong, up the street, produced the best Chinese, Jake Weinberg was across the street for fruit and vegetables. Ralph Gallo had his barber shop next door, a good, cheap haircut and the latest information on all neighborhood affairs. Harry Gunther had a great men's shop, not uptown but well-priced. Evan Mazza had a men's tailor shop for the fashion elite.

Area is hurting

I often drive on Barton Street when I go east from downtown. I am still a Barton Street boy, and I guess the tug remains.

When I lived there, it was "a borrow a cup of sugar" kind of place. There was a little place and you knew it.



Some of the 136 vacant stores on Barton Street between Ottawa and James that could be converted to housing.

Paul Hourigan, The Spectator

Barton Street has fallen on hard times since then. When I drove from James to Ottawa last week, I counted 136 empty stores in a wind-shield survey. What was not empty looked impermanent and vulnerable. Much is rundown.

There is no way that this trend will be reversed without government involvement. I am generally not in favor of government involvement. The record is disastrous for the most part. "Government" and "efficiency" are not part of the same language. However, there is a role of facilitation that only government can play in some cases.

The government of Ontario is in the business of social housing through various non-profit organizations now. Tens of millions are being spent to provide social housing, some of it in the wrong places.

It makes little sense to me to allow areas of cities like Barton Street to go to pot while millions are spent in remote parts of cities to build new buildings.

Many of the buildings on Barton Street are structurally sound and their vacant stores can be easily converted to provide perfectly adequate housing.



It can be done. In 1983, Kiwanis Homes converted this empty Barton Street storefront into housing.



Jack Macdonald

The advantages are many.

1. A massive program could quickly clean up derelict buildings and put them to good use.

2. Those commercial activities that remain would have a better chance to survive and prosper with additional residents nearby.

3. The municipal services are all in place and paid for. There is no need to build new sewers and water mains. Pinky Lewis Recreation Centre is close by and some schools have been closed for lack of pupils. The transit service is good, perhaps the best in the city. Health service is conveniently close by. Fire service is immediate.

4. No additional provincial money is required. All that needs to be done is allocate money already committed.

5. The one very cogent argument at this time is that this work is very labor-intensive. It is estimated that each housing unit would require 1,000 to 1,200 hours of direct labor.

6. Conversion of buildings requires almost no "lead time." The proposal is put forward by the government to provide infrastructure for housing in new areas will require from one to five years to plan, hold hearings, and tender the work. The work of rehabilitation in existing areas could begin in weeks.

7. The social and economic effects of a plan to rehabilitate parts of Barton Street would not only be almost immediate, but would have very lasting effects on the quality of life in Hamilton.

In summary, no added cost, almost immediate work for many unemployed tradespeople, and an uplift to the city.

In spite of the obvious benefit, and all the evidence, it's not likely to be done.

Why?

It is easier to build new units on vacant land. The paper work to build 50 units new is easier than doing two separate individual units of rehab and requires less thinking. Bureaucrats can figure that out fast.

New housing may not be as good, but it has fewer headaches.

It's a pity because great things are possible and some day the



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4
(416) 546-4221 Fax (416) 546-4202
TDD-546-2448

Refer to File No.

P5-4-7-13

Attention of

Your file No.

March 11, 1992

TO ALL MEMBERS OF THE
URBAN DESIGN COMMITTEE AND CAPIC

Re: Joint Meeting of Urban Design Committee and CAPIC

This is to confirm that a joint meeting of the Urban Design Committee and CAPIC is scheduled for Monday, March 30, 1992 Room 233 at 3:00 p.m. City Hall.

Mr. John Mokrycke, Architect will provide a presentation on the Focus Area of the Central Business District Study.

Please contact Vladimir Matus at 546-4455 or John Sakala at 546-4429 should you have any questions or are unable to attend.

Yours truly,

John Sakala
Co-ordinator
Urban Design Committee

Mary Lou Tanner
Co-ordinator
CAPIC

JPS/ma
Encl.



CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CANCELLATION NOTICE

This is to advise you that the April 16, 1992 meeting of the Central Area Plan Implementation Committee has been cancelled due to conflicts with room bookings. The next regularly scheduled meeting of CAPIC is May 8, 1992 at 9:00 a.m. in Room 233, Hamilton City Hall.

URBAN MUNICIPAL
APR 22 1992
GOVERNMENT DOCUMENTS

CA4 ON HBL A05

C51P4C

1992



CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA

DATE: May 8, 1992
TIME: 9:00 a.m.
PLACE: Room 233, City Hall

AGENDA

1. Chairperson's Remarks
2. Minutes of Meeting held March 20, 1992
3. The Roles of CAPIC
4. Central Area Development Summary (to be distributed at the meeting)
5. Report of the Public Participation Sub-Committee (Oral)
6. Member's Reports
7. Other Business
8. Adjournment

URBAN MUNICIPAL
MAY 1 1992
GOVERNMENT DOCUMENTS

Coordinator

Mary Lou Tanner 546-4148

• Please call if you are unable to attend.

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 233

Friday March 20, 1992

MEMBERS ATTENDING

Charles Forsyth - Chairperson
Russell Elman - Vice Chairperson
Alderman McCulloch
Mary Pocius
Art Lomax
Ronald Faichney
Gil Simmons
Gerry Kennedy
Maggie Fischbuch
Gloria DeSantis
Diane Carpenter for Gabriel Etele
Helen Nemeth

Citizen Member
Durand Neighbourhood Association
Alderman Ward 2
International Village BIA
Hamilton Automobile Club
Senior Citizens Council - City of Hamilton
North End Neighbourhoods
Metropolitan Hamilton Real Estate Board
Citizen Member
Social Planning and Research Council
Downtown BIA
Beasley Neighbourhood

REGRETS

Bruce Rankin
Kay Nolan
John Nolan
John Eyles
Carol Mason

Hamilton Society of Architects
HW Roman Catholic Separate School Board
Past Chairperson
McMaster University
Hamilton Board of Education

STAFF AND OTHERS

Alderman Eisenberger
Bill Janssen
Mary Lou Tanner (Co-ordinator)
Joe Gravina (Secretary)
Vladimir Matus
Jim Drake
Sylvia Renshaw

Alderman Ward 5
Local Planning
Local Planning
Local Planning
Local Planning
Beasley Neighbourhood Resident
Economic Development Department

Chairman's Remarks

1. Charles Forsyth welcomed everyone and called the meeting to order at 9:00 a.m. He went on to inform the Committee that he would not be able to stay for the duration of the meeting.

Members Reports

2. Mary Lou Tanner informed the Committee that the Carter Square reports are complete and will be considered at the Planning & Development Committee meeting of March 25, 1992. She also informed the Committee that CAPIC's new LACAC representative is Rob Brough.
3. Art Lomax asked if there was any more information regarding the County Courthouse being used for Regional Offices.
4. Bill Janssen stated that a report was sent to the Region. It was agreed that the matter be looked into and reported back to CAPIC at the next meeting.

Action Taken: The report and Council minutes are attached to the May 8, 1992 CAPIC agenda.

5. Jim Drake informed the Committee that the Central Beasley P.R.I.D.E. Advisory Committee met on March 11, 1992 and that he was concerned because the Committee would not discuss the Carter Square proposal. He went on to say that the Beasley Neighbourhood Plan and the Central Area Plan conflict.
6. Bill Janssen stated that he and Mary Lou Tanner were working on the Terms of Reference for the Central/Beasley Neighbourhood Plan review, which would probably be ready by the beginning of April 1992.
7. Mary Lou Tanner informed the Committee that Keith Exance would be working with her on the Central/Beasley Neighbourhood Plan Review.
8. Charles Forsyth suggested that a memo from CAPIC be sent to the Community Renewal Division asking that there be appropriate neighbourhood participation in programs such as P.R.I.D.E. and the members of CAPIC would be pleased to facilitate should it be deemed appropriate.

Action: A memo was sent from Charles Forsyth to Community Renewal (see information item of the May 8, 1992 agenda).

9. Russell Elman asked what the staff position of Carter Square is for the up-coming Planning and Development Committee meeting on Wednesday March 25, 1992.
10. Bill Janssen stated that staff is recommending a variation of the Advisory Committee's plan. Discussion ensued and the following points were raised:
 - the developers still prefer higher density in portions of the plan;
 - the recommendations are not only neighbourhood plan designations, but rather attached policies and subsequent zoning;

- the effect of the staff recommendation for the lands at Ferguson and Robert would be to remove one or half both of the 10 storey buildings;
 - transition from lower to higher densities was necessary due to the density of Elgin Street between Barton St. and Robert St;
 - the proposed density was recognized as a problem, not tenure;
 - residents of the area feel the overall density is the problem;
 - the Planning and Development Department make recommendation and decisions are ultimately made by the Planning and Development Committee and Council;
 - Carter Square should be deferred until a Neighbourhood Plan Review is done or do both simultaneously;
 - developers have the right to apply for a rezoning and citizens and staff can object to proposals;
 - area residents have had a chance to participate at two meetings held at City Hall;
 - the plan was already done without input from the residents; and,
 - CAPIC has a role in trying to resolve conflicts i.e. the Carter Square Advisory Committee.
11. Gil Simmons expressed concern that the colour of the street lights on Bay Street North were changed without any discussion with affected residents.
 12. Russell Elman informed the Committee that the Durand Neighbourhood Plan Implementation Committee's new approach is to review their plan and weed out issues which no longer apply. He added that through their efforts, there are plans to repair and possibly make the MacNab Street Tunnel safer. He also indicated that proposed GO Terminus will have an affect on the Durand Neighbourhood and requested that an update on the GO Terminus be presented to CAPIC in the fall.
 13. Mary Pocius informed the Committee that a facade loan was granted for Mary Street. She also informed the Committee that a delegation from Fukiyama Japan visited Hamilton's International Village to discuss related issues. Mary said that she was surprised by the fact that the Fukiyama merchants and the International Village merchants have so many similar issues. Some of these included the effect of a large mall nearby; the issue of residential apartments above businesses; and street traffic.
 14. Charles Forsyth asked if material on the visit could be given to Mary Lou Tanner and included as information for the next meeting. This was agreed.
 15. Gerry Kennedy expressed concerns with regards to parking for the proposed GO Terminus and the proposed development at Main St. and Hughson St.
 16. Mary Pocius added that deposits on the DeSantis Courtyard condominium have been returned.

17. Ronald Faichney asked how and with whom he could initiate discussion with regards to locating a Senior's Centre in the Central Area. It was suggested that he meet with the Culture and Recreation Department and the Y.W.C.A.
18. Helen Nemeth mentioned that the Carter Square Advisory Committee had no member from the Beasley Neighbourhood. It was stated that there were 2 members of the Advisory Committee from the Central/Beasley P.R.I.D.E/H.INT. Committee, one of whom resides in the Beasley Neighbourhood.
19. Diane Carpenter informed the Committee that the Security Committee of the Downtown BIA is meeting with the Police and supervisor of the arcade on King Street East to draft up an agreement of conditions that will be requested as part of the licence renewal.

Minutes of Previous Meeting

20. Helen Nemeth pointed out that her name should have been included in the regrets.
21. The minutes of the meeting of February 14, 1992 were approved.

CAPIC's Response to Vision 2020

22. Jim Drake indicated that one of the listed goals in item 1. of the comments, specifically "• encourage mixed-use development" is misleading and should be clarified.
23. Bill Janssen explained that the goals should not be interpreted separately, but rather with the whole plan. He went on to say that mixed-uses would still have to be compatible with surrounding uses and are regarded as a means by which employment and services can be more accessible to the area residents.
24. Sylvia Renshaw informed the Committee that the Vision Teams of the Sustainable Development Task Force were already meeting.
25.
 - a) The draft report was approved as written (see item 4 of March 20, 1992 agenda).
 - b) A letter was sent from Mark Hornell to Charles Forsyth requesting an oral presentation of CAPIC's response. It was agreed that Gil Simmons would present CAPIC's concerns orally to the Task Force.
 - c) Gloria DeSantis suggested that CAPIC's paper on Public Participation should be included in the presentation to the Task Force.
26. Mary Lou Tanner informed the Committee that CAPIC's response would be forwarded to the Planning and Development Committee in April.

Memo to CAPIC from Charles Forsyth

27. Charles Forsyth presented his Report and Recommendations to the Committee. The following points were raised:
- Via Rail no longer stops at the CNR Station in Hamilton;
 - it was suggested that a letter be sent to Via Rail regarding the CNR Station, Alderman Eisenberger expressed interest in pursuing this matter;
 - the Region may wish to locate some of its office space at the CNR Station, while others felt it was unnecessary to spend additional money for Regional office space at the CNR Station;
 - it was suggested that the report be adopted in principle for further review by all neighbourhood representatives;
 - it was agreed that Charles Forsyth, Russell Elman, Gil Simmons, Jim Drake and Helen Nemeth would meet to determine the Neighbourhood's point of view for part three of the report; and,
 - the citizens should be directly involved in every step of the process.
28. Mary Lou Tanner informed the Committee that an executive summary for the Sewell Commission meeting, if available, would be included as an information item for the next meeting.
29. Charles Forsyth informed the Committee that he would have to leave at this time and turned the meeting over to Russell Elman.

CAPIC's Future Direction

30. Russell Elman gave a summary of Charles Forsyth's letter on CAPIC's future direction (item 5). The following points were raised:
- there should be one department to coordinate the various city actions in neighbourhoods, namely Planning and Development;
 - a sub-committee, (Charles Forsyth, Russell Elman and Gil Simmons) should meet with the Ward 2 Aldermen and Victor Abraham to discuss CAPIC's future direction;
 - it was decided that CAPIC has enough to deal with at this time, e.g. Beasley;
 - the Planning staff assignment should be kept as is, i.e. the CAPIC Coordinator and secretary.

Other Business

31. Jim Drake suggested that the Neighbourhood Plans should be appendices to the Central Area Plan. Discussion ensued the following points were raised:
- if neighbourhood plans were included as appendices to the Central Area Plan, it would be more difficult to deal with community issues;
 - the Sewell Commission may recommend the Neighbourhood Plans be part of the Official Plan; and,
 - the Central Area Plan should reflect the Neighbourhood Plans.
32. Russell Elman informed the Committee that the Urban Design Committee was in no way thought to be dissolved or brought back at this time and that the meeting on March 30, 1992 with CAPIC and Urban Design was to dealing specifically with the CBD Study.
33. It was asked that an update of the Central Area Development Summary be prepared and included as information for the April 16, 1992 meeting.

J.G.:ns
CAPIC.MIN

PLANNING AND DEVELOPMENT - AND THE ROLES OF C.A.P.I.C.

(A Report to the Planning & Development Committee, City of Hamilton)
May, 1992

- 1 Aldermen, members of City standing committees, and those associated with civic agencies are all aware of the fiscal constraints that are a serious 'fact of life' for Hamilton. All are aware, too, that such constraints not only prevent growth of departmental staff, but in fact have resulted in staff reductions - a combined 'fiscal/staff squeeze'.
- 2 The Central Area Plan Implementation Committee (CAPIC) has been charged with the responsibility for overseeing the implementation of the City's Central Area Plan -(Amendment No. 66 - Central Area Plan). Section 4.11.1 of the Plan states:

COUNCIL WILL ENSURE THAT THE CENTRAL AREA PLAN
IMPLEMENTATION COMMITTEE OVERSEES AND PROVIDES
ADVICE ON THE IMPLEMENTATION OF THE CENTRAL AREA
PLAN

(The full text of the Implementation Section is attached as Appendix 2 - for your information)

CAPIC has undertaken a review of its roles and 'work plan' to determine how it might best carry out its mandate in the present 'fiscal/staff squeeze' circumstances.

The review process included consultation with the Chair of the Planning and Development Committee, Alderman D. Drury, and the CAPIC liaison with the P & D Committee, Alderman W. McCulloch. There was a meeting also with the Senior Planner, V. Abraham, and his colleagues W. Janssen and M. L. Tanner. We thank them for their attention and useful suggestions.

By all parties it was agreed that two roles of CAPIC are of prime importance at this time. They can be expressed as follows:

- a) facilitate the 'public participation process', including appropriate representatives of City departments, so that:
- b) elected representatives may have the benefit of that process to assist them in reaching the best informed decisions.

- 3 In the light of that conclusion, and keeping in mind the staff and work program constraints within the Planning Department, CAPIC proposes to target sensitive areas of major change in the Central Area of the City. These have been identified as follows - with the high priority one listed first:

- . FERGUSON - BEASLEY AREA
- . WATERFRONT
- . CNR STATION & RELATED NEIGHBOURHOOD CONTEXT
- . T.H. & B. (GO TERMINAL) & HUGHSON AREA
- . KING/BAY AREA

Appendix 1 of this Report offers a brief descriptive statement concerning each of these 'hot spots', to suggest the kinds of issues that cluster around each area.

- 4 Each of the above-noted areas now engages (or will engage over time) a variety of stakeholders and the activities of several departments of the City.

CAPIC proposes to develop "STAKEHOLDER/COMMUNITY COMMITTEES" for each of the areas noted above. IT PROPOSES THAT THE FIRST SUCH VENTURE BE UNDERTAKEN IN CONNECTION WITH THE FERGUSON-BEASLEY AREA.

It is understood that such 'stakeholder' consultative processes will act to assist the Planning and Development Department (and City Council), and also aid City Departmental staff in undertaking planning and project work in these areas.

CAPIC will undertake to:

- a) coordinate the work of these committees,
- b) provide appropriate 'progress' reports and recommendations to the Planning and Development Committee, and
- c) assist the planning process in respect of these areas in such other ways as may from time to time be suggested by Planning staff, or as directed by the Planning and Development Committee

- 5 A positive and productive 'consultation process' will involve the following elements:

- . communication - flows of information as to what is happening, and who is responsible for what
- . consultation - getting all stakeholders on side from the beginning (commercial, cultural, as well as residential - plus assistance from technical/professional city staff as required) ...ensuring that the process is as inclusive and creative as possible
- . consensus - building agreements in a proactive way so that good trade-offs and compromises result
- . decision-making and program/project action - which means that the process leads to cost-effective and program-effective actions by the City's departmental 'forces' - as directed by the political decision-making process of Council.

It must be stressed that CAPIC sees its role as 'facilitator/enabler' with respect to the first three parts of that process (communication - consultation - consensus) - so as to ASSIST THE DECISION-MAKING REPRESENTATIVES OF COUNCIL, AND THE PROJECT/'WORKS' RESPONSIBILITIES OF CITY DEPARTMENTS.

APPENDIX 1 - SENSITIVE AREAS OF MAJOR CHANGE ('HOTSPOTS')

- . FERGUSON -BEASLEY - a key 'new' street connector from the escarpment to the waterfront - tied to the Beasley neighbourhood plan update - commercial renewal of the King/King William area - new development on Carter/CNR lands
- . WATERFRONT - many elements cluster here - Perimeter Road - North End Neighbourhood - Harbour uses - Remedial Action Plan - park development - removal of soil pollutants

- . CNR STATION & CONTEXT - preservation of station building plus vital rail transport capability - links to Niagara region - potential for fine civic square at front of station - links with revitalized neighbourhoods and commercial importance of James Street north.
 - . T.H. & B./ HUGHSON AREA - achieving best 'civic/ development impact of GO terminal - linkages to Corktown/Durand neighbourhoods - streetscape potential of Hughson axis from station to King William
 - . KING/BAY AREA - a key zone for the full revitalization of 'downtown' - strengthen commercial potential and pedestrian flows - links to Hess Village - links of urban design to realize full potential of York Blvd.
-

APPENDIX 2 - TERMS OF REFERENCE OF CAPIC - Section 4.11 of Official Plan Ammendment No. 66 - Central Area Plan - sets out the implementation objectives, to which CAPIC is linked in section 4.11.1

4.11 IMPLEMENTATION

Strong public participation will be an essential component in implementing the policies in this Plan. Public participation is the ongoing involvement of residents and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings. Public participation is a recognized as citizens' rights and is an important part of the planning process.

The implementation of this plan should provide for the following public participation principles and be in accordance with the provisions of Section D.9:






- (i) information will be disseminated to the public in a clear, concise manner designed to achieve a broad understanding of the policies and programs and their impacts;
- (ii) the City will actively seek opinions, attitudes and advice of individuals, community and special interest groups regarding policies, programs and studies, as well as contemplated or impending changes to existing policies and programs; and,
- (iii) reporting mechanisms will be in place which will provide Council with complete and unbiased results of this consultation.

Regular review and updating of recommended policies and actions is critical to the success of this Plan. Monitoring should be detailed and systematic and cover all aspects of an area or issue. Statistical data should be complemented by subjective data provided by those involved in, or affected by, policies and resulting actions.

It is critical that a Central Area Plan Implementation Committee is involved in the monitoring/updating process on an ongoing basis and in the review of studies and evaluation of study recommendations.

The Central Area has been identified as the commercial, institutional, government and cultural centre of the Region. In addition, the area has a large concentration of people and is a major base of employment. Therefore, the Central Area should receive a high level of service, maintenance and public development and improvement initiatives.

CAPIC	4.11.1	Council will ensure that the Central Area Plan Implementation Committee oversees and provides advice on the implementation of the Central Area Plan.
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- | | |
|---|--------------------------------------|
|  | WATERFRONT |
|  | C.N.R. STATION AND ENVIRONS. |
|  | FERGUSON AVENUE |
|  | T.H. & B. STATION AND HUGHSON STREET |
|  | KING / BAY |

INFORMATION ITEMS

1. Beasley Neighbourhood Association - Constitution
2. Letter to Community Renewal Section regarding public participation and the P.R.I.D.E. process
3. CAPIC's report to the Planning and Development Committee regarding the Wentworth County Courthouse and Council minutes regarding the report.
4. "Urban Renewal: lessons learned", Globe & Mail, April 1, 1992.
5. "How not to renew a city", Globe & Mail, April 20, 1992.
6. "Drawing happiness into the blueprints", Globe & Mail, April 27, 1992.

1

BEASLEY NEIGHBOURHOOD ASSOCIATION

MEETING: FEBRUARY, 4, 1992

Minutes Of Workshop

The meeting was called to order at 7:00pm. J.Drake reviewed the agenda explaining that the workshop portion was issue discovery only, that it was not a debate as to the relative merits or one idea as opposed to another but rather an opportunity to just get the ideas out. He further explained that prioritization of issues would take place at the proper point on the agenda.

He then separated the residents into smaller working groups and stationed them throughout the gym.

The following are the reports back to the large group of the priorities set by the small groups:

GROUP #1

Don Jeffrey of the Social Planning and Research Council broke their list down into issues that should be done now and those that could be done later. The following are top priorities:

AIR POLLUTION: smell from cotton mill, noise and fumes from truck traffic

CARTER PROPOSAL

LACK OF PARKING: Elgin and Cannon

TRUCK TRAFFIC: especially Wilson and Cannon

IMPACT OF PERIMETER ROAD

GROUP #2

Ken Hastings, a resident, reported that group 2 wanted to: "Build a Neighbourhood Association so that we can speak with a collective voice at City Hall, to build something for our children, and clean up the community." Priorities:

-Recreation centre with activities and a pool for our children

-better lighting and street beautification

-neighbourhood watch

GROUP #3

Rosemary Foulds of the Regional Social Planning Dept. reported the priorities as follows:

POLICING / CRIME: Neighbourhood watch
RESTORATION & PRESERVATION OF OLDER HOUSES
POLLUTION: especially traffic and cotton mill
PARKING
GREENING
INDUSTRY: too much
MAINTAINANCE OF COMMERCIAL/INDUSTRIAL SITES

GROUP #4

Jim Drake reported the top three priorities of the Spanish community as follows;

STOP CARTER PROPOSAL
AIR POLLUTION

DEMOLISHION CONTROL: should include public notification and involvement

CARTER SQUARE

J. Drake reminded all those present that the details of the revised Carter Square project would be revealed at City Hall on Monday, February 10 at 7:00pm on the second floor. He encouraged all citizens to attend this important meeting as the final recommendation for the project would go before the Planning and Development Committee on March 25th, 1992. He also stated that it was imperative that all citizens write a letter to the Planning Department outlining their concerns as it would be their only and last course of reducing the impact or the project.

UPDATE: It was announced on February 10th that citizens have only until February 28th, 1992 for written submissions. Please find appropriate information attached as Schedule "A"

ROLE OF BUSINESS:

Discussion then turned to the role of business in the Association. After a lengthy discussion, it was decided that the primary function of the Association was to protect residents concerns, and that while a dialogue with business was important it was agreed that businesses would not be permitted to sit on the Board nor could they vote on issues outside of the committee level. Business is to be included in an advisory capacity only, and shall have the same privileges as non-resident members as outlined in the constitution and by-laws.

COMMUNITY CENTRE:

J. Drake informed the group of the negotiations to acquire the Parks Storage Building in Beasley Park as a Community Centre and Home Base for the Neighbourhood Association. By a show of hands it was decided to endorse the pursuit of this objective.

ELECTION OF OFFICERS:

J. Drake outlined the importance of formalizing the Association so that negotiations could proceed regarding the parks building and for funding. After some discussion it was decided to elect Executive Officers immediately.

The election took place with the result that your Executive Officers of the new Beasley Neighbourhood Association are:

President	Jime Drake	525-8933
Vice-President	Ken Hastings	529-2503
Secretary	Jeannie Davenport	
Treasurer	Peter Pasalic	528-7896

The date of the next meeting was tentatively set for February 25, 1992. An Executive is to locate a meeting place and notify members.

Also the Executive Officers will condense the findings of the workshop into aim and objectives to be entered into the constitution, copies of which are to be provided for members prior to the next meeting.

To a roaring round of applause, the meeting adjourned at 10:00pm.

The Beasley Neighbourhood Association would like to express its gratitude for the contributions towards a successful workshop to:

The Hamilton Public School Board and Linda O'Grady for the use of the gym.

Jackie McNeilly: Department of Community Renewal for the contribution of the gym and the printing of 2500 flyers.

Rosemary Foulds: Regional Social Planning for the layout work on the flyers, agendas and other forms used as well as some printing and for her support and contribution as a facilitator.

Don Jeffrey: Social Planning and Research Council

Charles Forsyth: Chair Person C.A.P.I.C.

Bill Jansen: Local Planning

Marylou Tanner: Local Planning

Maggie Fiscabucih: McMaster Health Priorities Unit

Carlos Cruz: Kirkendal Neighbourhood House

Madina Wasuge: Kirkendall Neighbourhood House

Maria Lanillos: Teacher

all for their support and contribution as facilitators.

Monica Backhouse: Dr. Davy Home and School
for their efforts in providing the assembly with coffee and
tim-bits.

CONSTITUTION

SECTION ONE - DECLARATION

1. Hence forward this organization shall be known as the Beasley Neighbourhood Association.

SECTION TWO - MISSION STATEMENT

2. The goal of the Neighbourhood Association shall be to provide residents with the opportunity to exercise their rightful ownership by collectively determining policies and actions that will make the neighbourhood a desirable and ever lastingly safe, healthy, vibrant and stable place in which to live.

SECTION THREE - AIMS AND OBJECTIVES

3. The aims and objectives of the Association shall include, but not be limited to, the following:
 - 3.1 The Association shall provide opportunities for every resident to participate in the affairs of the neighbourhood and to work with the Association.
 - 3.2 The Association shall actively promote the process of "community development", whereby residents shall be encouraged to have and to hold a "sense of ownership" in the ongoing affairs of, and, in shaping the future of, their neighbourhood.
 - 3.3 The Association shall protect and represent residents, and champion their concerns above all others, be they those of business, governments, agencies, and/or any other force, lobby, or interest.
 - 3.4 The Association shall identify areas of concern and seek remedial action through the appropriate channels.
 - 3.5 The Association shall actively and aggressively:
 - 3.5.1 Seek the development of a broad range of high quality recreational facilities and programs within the neighbourhood.
 - 3.5.2 Encourage the City of Hamilton to acquire the appropriate lands in order to provide adequate park and recreational space to accommodate the needs of the neighbourhood population.
 - 3.5.3 Encourage the appropriate school boards to provide accessibility to their facilities for after hours use by the community.

- 3.5.4 Demand that the City of Hamilton provide a facility suitable for the use of residents as a community centre and/or as a home and meeting place of the Neighbourhood Association.
- 3.6 The Association shall dedicate itself to the protection of our environment by:
 - 3.6.1 Requesting various governments and agencies to aggressively monitor, and enforce existing legislation and by requesting the cooperation of local residents, businesses, and industries to comply with the same.
 - 3.6.2 Encouraging and promoting, wherever and whenever possible, the continual greening of the neighbourhood.
- 3.7 The Association shall strive to improve the quality of housing by:
 - 3.7.1 Encouraging business, the City of Hamilton and other levels of Government to provide adequate funding and policies which will improve the appearance of the neighbourhood to the point that the neighbourhood is sufficiently transformed into an attractive and desirable place in which to live.
 - 3.7.2 Encouraging business to provide, and, City Council to approve only those residential projects which provide for some measure of owner/occupancy, including single family homes, so as to attract a broad base of middle income families into, and thus stabilizing, the neighbourhood.
 - 3.7.3 Restricting the amount of socially assisted housing within the neighbourhood.
 - 3.7.4 Promoting the preservation, rehabilitation, and proliferation of low-rise residential housing in the neighbourhood.
 - 3.7.5 Encouraging city council to adopt such principles and policies, including architectural standards and guidelines into the neighbourhood plan so that the integrity of low-rise residential areas shall be progressively protected, advanced and expanded, and in such a way that the architectural heritage of the neighbourhood is retained and enhanced in a complimentary fashion.
 - 3.7.6 Ensuring that suitable policies and provisions are incorporated into the Neighbourhood Plan that will encourage the development of Ferguson Avenue as a strictly residential boulevard flanked on both sides by zonings and suitable architectural guidelines that would promote low-density housing three to four storeys in height and, of a grand Victorian architectural style such as that of "Sandyford Place" in such a way as to promote the area as having a proud residential history, notwithstanding that Beasley Park should be expanded to front right along Ferguson Avenue.

- 3.7.7 Discouraging the zonings for and building of high density mid-rise and high-rise buildings in the neighbourhood, through such policies in the Neighbourhood Plan, until such time as the previous aims and objectives within this section have been met, and, subject to the approval of the residents.
- 3.7.8 Encouraging the City of Hamilton to adopt suitable policies in the Neighbourhood Plan or on a city wide basis, that would articulate the number of units allowable in relation to a commonly shared entrance with the aim of reducing the numbers of this ratio.
- 3.7.9 Encouraging the City of Hamilton to adopt such policies in the Neighbourhood Plan, that would discourage the establishment of non-compatible uses, such as heavy industry, wrecking yards, auto compounds, and paint shops etc. into or adjacent to residential areas, as well as, implementing the strategies of the Central Area Plan to encourage the relocation of existing incompatible uses away from residences and/or areas designated for that use.
- 3.7.10 Encouraging all residents and businesses to maintain their properties.
- 3.8 The Association shall endeavour to provide a safe environment in which to live and work by:
 - 3.8.1 Demanding that adequate lighting and policing be provided in the neighbourhood.
 - 3.8.2 Encouraging and supporting the formation of a "Neighbourhood Watch".
 - 3.8.3 Encouraging the City of Hamilton to adopt suitable policies that would discourage underground parking, with the aim to provide a high degree of visibility into parking areas.
 - 3.8.4 Exploring and finding alternatives to the services currently provided by the Good Shepherd Centre and other agencies, with the aim to reduce the number and visibility of "undesirables" in the neighbourhood.
- 3.9 The Association shall encourage the City to make sound and safe all alleyways, roads, sidewalks, and approaches thereto.
- 3.10 The Association shall work towards the provision of adequate parking for residents and visitors alike by:
 - 3.10.1 Requesting that the City review and enhance the current provisions for parking in the neighbourhood.

- 3.10.2 Requesting that the parameters for off-street parking be expanded beyond the minimum requirements to ensure that ample and adequate off-street parking is mandated in the site plan controls of new developments and any re-developments as they may occur.
- 3.11 The Association recognizes the importance of and shall seek interaction with local business and government.
- 3.12 The Association shall be involved in neighbourhood issues and, but not limited to, municipal, provincial, federal, and/or international issues, as they may relate to the neighbourhood and/or its residents.
- 3.13 The Association shall be non-denominational.
- 3.14 The Association shall be multi-cultural insofar as it is possible.
- 3.15 The Association shall conduct its business in the English language.
- 3.16 The Association shall be non-partisan.
 - 3.16.1 It shall not align itself with any political party or candidate.
 - 3.16.2 It shall not espouse any policies of any political party or candidate as such.



2

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

April 27, 1992

P5-4-3-9

Ms. Jacqueline McNeilly,
Coordinator of Community Renewal,
Public Works Department,
City of Hamilton.

Dear Ms. McNeilly;

At its meeting of March 20, 1992, the Central Area Plan Implementation Committee discussed the importance of public participation in the community renewal process. As the Chairperson of that Committee, I was asked to pass onto you the Committee's support of the participatory process in the community renewal process and the expenditure of P.R.I.D.E. funding within Hamilton's neighbourhoods.

In addition, the Committee asked me to inform you that, should any assistance be required in facilitating public participation, the members of CAPIC would be pleased to assist.

Yours truly,

A handwritten signature in dark ink, appearing to read "Charles Forsyth", is written over a large, faint circular stamp. The signature is fluid and cursive.

Charles Forsyth
Chairperson,
Central Area Plan Implementation Committee

cc: J. Pavelka, Acting CCAO

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

DATE: 1992 February 26
P5-4-3-9

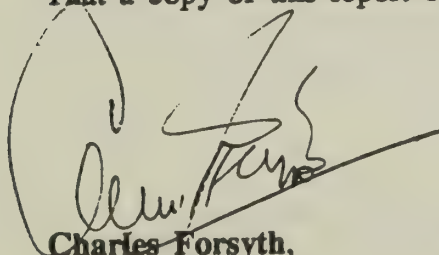
REPORT TO: Tina Agnello, Secretary
Planning and Development Committee

FROM: Charles Forsyth
Chairperson
Central Area Plan Implementation Committee

SUBJECT: Wentworth County Courthouse

RECOMMENDATIONS:

1. That the Region be requested to consider the use of the Wentworth County Courthouse as a Regional Headquarters when the Provincial Courts move to the former Main Street Post Office;
2. That a copy of this report be forwarded to the Region.



Charles Forsyth,
Chairperson

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

N/A

BACKGROUND:

At its meeting of February 14, 1992, the members of CAPIC discussed the recent tender call for office space for the Public Health Department. The tender call is for approximately 50,000 square feet of space within the core area of the City of Hamilton.

It was noted that the Region owns the Wentworth County Courthouse. The Courthouse may be the appropriate location for the requested office space. This area of Main Street East has potential for positive redevelopment through such initiatives as the adaptive re-use of the Post Office; the proposed DeSantis development at the south-west corner of Main Street East and Hughson Street; and the institution of GO train service at the TH&B Station. The combination of initiatives would help implement the policies of the Central Area Plan which encourage development east of James Street.

However, it was noted that the Region could take possession of the Courthouse when the Provincial Courts are moved to their new premises for Regional offices. The members were also informed that the timing of the possession by the Region of the Courthouse is, therefore, contingent upon the completion of the new premises for the Provincial Court.

CONCLUSION:

Given the comments of the members of CAPIC, this report should be forwarded to the Region for consideration.

PARKS AND RECREATION COMMITTEE - FIFTH REPORT

Section 2 Re: Living Rock Ministries - Use of Gage Park Bandshell

Alderman Charters declared personal interest, took no part in the debate and refrained from voting on this matter. Alderman Charters's wife sits on the Board of the Living Rock Ministries.

PLANNING AND DEVELOPMENT COMMITTEE - FIFTH REPORT

Section 7 (a) Re: Region consider possible use of Wentworth County Courthouse as Regional Headquarters

It was moved by Alderman Drury and seconded by Alderman Ross that Section 7(a) of the Planning and Development Committee be amended to read:

"That the Region consider the recommendations contained in the CAPIC report including the possible use of the Wentworth County Courthouse as a Regional Headquarter when the Provincial Courts move to the former Main Street Post Office;

Recorded vote.

YEAS: Mayor Morrow, Aldermen Cooke, McCulloch, Drury, Morelli, Wilson, Agostino, Eisenberger, Charters, Jackson, Anderson, D'Amico, Ross. -13.

NAYS: Aldermen Kiss, Agro, Copps. -3.

CARRIED.

* * * * *

CITY COUNCILMarch 10, 1992

7. (a) That the Region consider the recommendations contained in the CAPIC report including the possible use of the Wentworth County Courthouse as a Regional Headquarter when the Provincial Courts move to the former Main Street Post Office; **AMENDED AND CARRIED.**
- (b) That a copy of the CAPIC report dated 1992 February 26 be forwarded to the Region.

FORM & CONTENT

BY JOHN BARBER

Urban renewal: lessons learned

NINETEEN years ago this month, a group of influential Torontonians gathered at an impromptu demonstration to protest the demolition of a beautiful row of 19th-century houses on Sherbourne Street just north of Dundas. Among them were two recent immigrants whose impact on Toronto would eventually prove dramatic — author Jane Jacobs and architect Jack Diamond.

The group stood by helplessly while a bulldozer, preparing the site for high-rise apartment towers, tore a porch off the oldest of the buildings. Then Jacobs had an idea. "Demolition can't proceed without a hoarding," she said. So while one demonstrator ran off to phone city hall, the rest of them deconstructed the hoarding. When the city inspector arrived at the scene, he ordered the man in the bulldozer to quit.

That was Saturday. On Monday, Mayor David Crombie engineered a further postponement of the demolition. Diamond had been active in promoting the bold new idea of infill housing — blending new construction with existing buildings — and Crombie asked him whether it would work in this case. "Absolutely," Diamond replied.

Three years later, the City of Toronto opened its first-ever housing complex on the site. The pioneering Dundas-Sherbourne development, now called the Dan Harrison Community Complex, combined 17 existing houses with two medium-rise apartment blocks in what used to be their backyards. It was designed by Diamond and Myers, though inherited by Barton Myers following the partners' professional divorce. Translating the ideas of thinkers like Jacobs into concrete and brick, the complex was hailed as the ultimate answer to the problems of urban renewal and affordable housing.

It didn't work.

There isn't enough space here to detail all the problems that beset the complex today. Many are the result of factors unforeseen by its architects, especially the explosion of the drug trade in the neighbourhood. But many of them are design flaws, pure and simple.

As an exercise to prove that infill was cost-competitive with conventional high-rise construction, Dundas-Sherbourne was built as cheaply as possible. The legacy of that decision has been a never-ending list of major problems. Both roofs of the new buildings were replaced but still leak; aluminum siding now covers their upper storeys to contain bricks that began chipping off almost as soon as the buildings were finished. "They wanted to see how many units they could get up as quickly as possible," says Mary Crowe, an original resident and director of the Dundas-Sherbourne Tenants Association. "It barely met the code."

The tenants of Dundas-Sherbourne are a stubborn group, drawn close by the problems of making their home habitable. They have hired one of the toughest security firms in the city to patrol the complex with guard dogs. They are erecting 2.3-metre fences around it to keep outsiders at bay and are planning to rebuild one of the main entrances to make it safe. But the biggest problems remain unfixable.

One of them is the tiny size of the apartments in the new buildings — a problem with which Crowe, who has raised nine children in the complex, is intimately familiar. Another is its density. The only open space in the development is a narrow courtyard separating the new buildings from the old. "They didn't take children into account when they built this," says Crowe. "There was no playground whatsoever."

When you compare Dundas-Sherbourne with the kind of development it was meant to replace — epitomized in Toronto by the towers of St. Jamestown — its failure becomes all the more striking. Urbanists of 20 years ago predicted that St. Jamestown would become a terrible slum. In fact, it is thriving today as the first address for an amazing variety of immigrants. "The ethnicity in those buildings is remarkably mixed," says Diamond, who gained new respect for the development during a stint as a canvasser there.

It may be an eyesore, and it certainly has problems, but St. Jamestown remains a successful component in Toronto's supply of affordable housing. Security problems are proving solvable, and the school at its heart is virtually free of vandalism. Although it is even denser than Dundas-Sherbourne, it has far more and far better open spaces. On summer's nights, they become some of the most colourful, cosmopolitan spaces in Toronto.

This is not an argument for more St. Jamestowns. Although it was built on a much more open site at lower density, Diamond argues that Beverley Place, the housing complex he completed after splitting with Myers, epitomizes the advantages of infill. Still, the comparison exposes the naivete and even arrogance that often accompanied "progressive" thinking on affordable housing in the seventies. "I think architects were too optimistic in believing that design could solve social ills," says Diamond.

In other words, creating well-designed, affordable housing has proven to be a far more difficult task than the reformers of 20 years ago imagined. But now that they have killed off Ataratiri, the reformers of the present day (our friends at Queen's Park) seem to have given up trying. The malaise is enough to make one nostalgic for the arrogant optimism of the past.

How not to renew a city

BY KEN GREENBERG

TORONTO'S Harbourfront is a pivotal project and its impact on the city's collective psyche and self-confidence in development terms cannot be exaggerated.

Coming on the heels of the St. Lawrence Neighbourhood, which was generally seen as a significant success of the 1970s, Harbourfront promised even more. It was to occupy a beautiful site on the water and contain a wealth of public facilities and programs. And it was to be a laboratory for demonstrating Toronto's emerging and greatly reputed talents for creating humane and appealing urban environments.

The results have been mixed, to say the least. While Harbourfront has scored stunning successes in programming, such as the Premier Dance Theatre, the International Authors Festival, the Children's Centre and the Ship Deck Stage, on the development side it has suffered tremendous setbacks.

After an auspicious start, with a few exemplary efforts such as the renovation of Queen's Quay Terminal by Olympia & York and some nicely scaled residential property, the early 1980s saw the erection of several expedient and ill-conceived projects, most notably the building complexes at 250, 260 and 270 Queen's Quay Boulevard, by Huang & Danczkay Ltd. The subsequent loss of public confidence in the development program and in the principle of using it to finance cultural and recreational programming sparked a crisis.

Now, four years after City Council introduced an interim control by-law to halt development because of concern over what was emerging, a new "package" — consisting of amendments to Toronto's official plan and zoning by-laws and guidelines for design — is being reviewed at a hearing before the Ontario Municipal Board.

The most significant change to the Harbourfront plan has been the shifting of various development sites to land north of Queen's Quay, thus providing more open space along the water's edge to the south.

This reshuffling has not really addressed the fundamental issues that damaged public confidence in the development process.

For example, when the halt was called, Huang & Danczkay had two additional projects under way. One, on Stadium Road, was being designed by Jerome Markson Architects; the other, The Lido on Maple Leaf Quay, was being designed by Kuwabara Payne McKenna Blumberg. Both are well-known and esteemed firms.

According to the new arrangement, under which some developers negotiated compensation for relocating their projects, Huang & Danczkay will build three projects instead of two: one west of Simcoe Street and north of Queen's Quay Boulevard; one east of Portland Street, also north of Queen's Quay Boulevard; and a third on the original Stadium Road site. It seems that all these are being designed without the use of outside architects. Also, it appears that the design being considered for Stadium Road contradicts even the minimal Harbourfront Design Guidelines adopted by City Council last Sept. 23, which were intended to mitigate the creation of a wall of building that seals off the waterfront.

This is bad enough. But even worse, it is a symptom of a collective failure to deal with issues that have real meaning in the making of the city. While the new arrangement has moved the solids and the voids around, its preoccupation with the abstract manipulation of square metres of open space and square metres of building suggests we are incapable of talking explicitly and simply about what contributes to the creation of successful places in the city: architecture, landscape and urban design.

At the neighbourhood level, little effort is made to plan deliberate groupings of new buildings to give appropriate form to public streets and open spaces, or to maintain a commitment to consistent scale and placement of activities.

The situation on Stadium Road is a telling example of this lack of focus and short attention span. Where the existing Bathurst Quay neighbourhood fronts on this street



CARL H. WIENS

with four-story townhouses, we will shortly see a 12-story wall set back from an open court on the other side. This makes little sense in terms of architecture or streetscape.

There also seems to be a tremendous reluctance to insist that new buildings in highly sensitive public locations be commissioned from the best available architectural talents. The initial ambitions of Harbourfront now seem to have been abandoned completely, perhaps because of a mistaken belief that good design is an unaffordable luxury.

THIS apparent unwillingness in Toronto to deal directly with the basics of urban design stands in stark contrast to recent experiences in European and U.S. cities, most notably Paris, Berlin and Barcelona. Those cities assume that design quality is linked intimately to the success of the community itself. As they proceed from project to project, redevelopment area to redevelopment area, they are on a learning curve that allows them to achieve better and better results, more efficiently.

It is sometimes said that such things can be done only where land is publicly owned and that we are limited by the constraint of private ownership. With Harbourfront, of course, this protest is meaningless since all the land has passed through public hands.

Many people have pored over Harbourfront with care and attention, but the results seem to reflect a determination to proceed by dealing with peripheral issues — the "everything-but" syndrome. This is planning that places quantity ahead of quality, process ahead of product, and extras and add-ons ahead of basic substance or logical structure.

It is as though the mere absence of building in some locations, or the presence of day care, assisted-housing units and public art (all laudable) could somehow compensate for a lack of basic design quality.

This is like a discussion of diet that includes calories, nutrients and vitamins, but never names or describes the dishes. It may allow us to draw up a menu that keeps us alive, but we shouldn't be surprised if the taste is appalling.

The continued "dissociation" in the making of Toronto's urban environment, the lack of a continuing public discussion about design issues, the failure to deal with these issues in the making of plans, and the low level of expectation this has engendered, all suggest that excellence will rarely, if ever, be achieved.

This failure will have terrible consequences. On one hand, we have a clear need to encourage and carry out the renewal of our city, to take initiatives, to find opportunities to grow successfully. On the other, Toronto's population has demonstrated that if it can take no pleasure and pride in such initiatives — because what will come is inevitably worse than what we already have — then more and more obstacles will spring up.

Harbourfront is where we have most obviously come off the rails. We know why we have failed and we know we need something to restore our faith in our ability to create new urban places of high quality. However, judging from the proposed solutions, I doubt whether we have actually fixed what was broken.

Ken Greenberg is a Toronto architect.



Town planners from Florida say they like the eclectic, prosperous look of Main Street in Unionville.

(FRED LUM/The Globe and Mail)

DELIVERANCE FROM EVIL / A Florida couple comes to the heart of suburbia in Ontario

to expose the rot of modern subdivisions and offer instead villages that can improve the quality of life

Drawing happiness into the blueprints

BY CRAIG MCINNES
Urban Affairs Reporter
Markham, Ont.

IF Andres Duany knows he was being thrown to the lions, he does not show it.

With his wife and partner Elizabeth Plater-Zyberk, he had come here to the heart of suburbia to deliver a sermon on the evils of suburban design and to offer another choice.

The overflowing crowd in the Markham Town council chamber last Thursday night had not come to praise the visionaries from Florida whose gospel of neotraditionalism, of building villages instead of subdivisions in the suburbs, is winning disciples across the United States and Canada.

Many came because they are still angry that the provincial government wants to build housing for another 10,000 to 15,000 people on 320 hectares of land it owns on the eastern fringe of this prosperous Toronto suburb.

After the province announced its plan in 1989, a planning firm was hired to come up with a concept design for the area known as the Ninth Line Study Area. When the design was unveiled it was met by what one observer called "a bit of a lynch mob."

"We didn't like the plans because it was just simply, in our terms, another subdivision," said John Chisling, a Markham resident who headed the mayor's task force on the Ninth Line Study Area, which was appointed a year after the design work had already begun.

In Markham, they know a lot about growth. The town has almost doubled in size to more than 145,000 residents since 1980. Now the people worry about more cars on the already clogged arteries, more children in their crowded schools and the effect on their property values of a large block of what the government considers affordable housing.

Markham has now turned to Mr. Duany and Ms. Plater-Zyberk, who lead the hottest town planning firm in North America, to come up with a more palatable plan. Following the huge success of their design for Seaside, a development in Florida that was started in 1980, they have been commissioned to come up with concepts for more than three dozen new communities in the past few years.

They have come to Markham with a team of experts from their Miami-based architecture and town planning firm to design a community that will be unlike anything built in this rapidly expanding town for the past 50 years.

For five days, the Miami group will consult local experts, public interest groups and individuals, brainstorming and drawing concepts for the site. By tomorrow night, they will be ready to present a design that reflects all the advice they have been given and the vision and expertise they have brought to the table.

The first public session was to lay out the plan for the following five days and the design philosophy of the team.

The people of Markham filled the seats of the chamber, the aisles and sat on the floor at the front. A couple of hundred more watched on closed-circuit televisions set up in the halls outside and in other rooms.

It was an extraordinary turnout to hear a discussion of what is usually considered a fairly arcane subject. But if Mr. Duany and the people here shared one thing at the start, it was the belief that the way growth is managed in their community will fundamentally affect the quality of life.

The people in the chamber watched — silently at first — as Mr. Duany slowly peeled back the design philosophy behind modern suburban planning and exposed the rot inside.

The problem is not growth, Mr. Duany said, but the way it is organized.

In modern suburbs, life is divided up by function: pods of housing, shopping malls, office and industrial parks and schools and recreation facilities.

"Everything is separated and as a result of that you must drive from anywhere to anywhere else. That is why there is so much traffic in the suburbs," Mr. Duany said.

Traffic engineers have responded by building bigger roads, he said, pointing to a slide showing a 10-lane road in Virginia Beach, Va., running alongside a massive parking lot in front of a shopping mall.

"The most obvious thing you can see here is that it has been designed so cars can be happy," he said, winning his first chuckle from the audience.

Mr. Duany and Ms. Plater-Zyberk design towns where people can be

happy. They call for narrow streets lined with porches instead of garages.

They mix housing and shopping and workplaces so people can walk between them.

To build their new, traditional communities, Mr. Duany and Ms. Plater-Zyberk have to start by breaking many of the detailed zoning laws that have been developed over the years.

The Miami team writes a new set of rules. Some of them are very specific, like in Seaside, where all of the houses have to have white picket fences. Even the exact shades of white allowed are listed in the Seaside Urban Code and Construction regulations.

But the Markham development will not look like a town in Florida.

"What Duany likes to do is pick up on the local vernacular," said Evan Wood-Brunet, who is heading up the project for the Ministry of

Housing.

"In Markham it is the Markham Main St. area and the Unionville Main St. . . sort of eclectic, prosperous, small Ontario villages of 1850 to 1890."

By tomorrow night, the Miami team will have heard all of the conflicting demands for the Ninth Line Study Area and will be presenting its design concept.

At the end of last Thursday evening, Mr. Duany had won at least support for his principals if not sympathy for the project from the people of Markham gathered in the chamber. Then, there was a final question on why any development was being allowed that would swallow up yet more farmland.

"We acknowledge that when you build on land you lose something," he said. "We hope you will say, yes, you've lost the farmland, but you have a marvellous village in its stead."

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CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA*

DATE: June 12, 1992

TIME: 9:00 a.m.

PLACE: Room 233, City Hall

AGENDA

1. Vice-Chairperson's Remarks
2. Minutes of Meeting held May 8, 1992
3. Membership:
 - a) Letter of Resignation from Charles Forsyth
 - b) Appointment of J. Drake by Beasley Neighbourhood Association
4. Request for comments from the Urban Design Committee
5. Newsletter from the Sewell Commission (attached separately)
6. Termination of VIA Rail Service to Hamilton
7. Non-Profit Housing in the Central Area (Robert Brough)
8. CAPIC Role with Neighbourhood Associations (Gloria DeSantis)
9. Member's Reports
10. Other Business
11. Adjournment

Coordinator

Mary Lou Tanner 546-4148

* Please call if you are unable to attend.

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MENT DOCUMENTS
JUN 8 1992
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CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 233

Friday, May 8, 1992

MEMBERS ATTENDING

Charles Forsyth - Chairperson	Citizen Member
Russell Elman - Vice Chairperson	Durand Neighbourhood Association
Alderman McCulloch	Alderman Ward 2
Art Lomax	Hamilton Automobile Club
Ronald Faichney	Senior Citizens Council - City of Hamilton
Gil Simmons	North End Neighbourhoods
Gerry Kennedy	Metropolitan Hamilton Real Estate Board
Maggie Fischbuch	Citizen Member
Gloria DeSantis	Social Planning and Research Council
Kay Nolan	Hamilton Wentworth Roman Catholic Separate School Board
Robert Brough	LACAC
John Eyles	McMaster University

REGRETS

Helen Nemeth	Beasley Neighbourhood
Bruce Rankin	Hamilton Society of Architects
John Nolan	Past Chairperson
Mary Pocius	International Village BIA
Carol Mason	Hamilton Board of Education
Gabriel Etele	Downtown BIA

STAFF AND OTHERS

Bill Janssen	Local Planning
Mary Lou Tanner (Co-ordinator)	Local Planning
Joe Gravina (Secretary)	Local Planning
Vladimir Matus	Local Planning
Jim Drake	Beasley Neighbourhood Resident
Bob Chrystian	Public Works

1. MINUTES OF MEETING OF MARCH 20, 1992

The following amendments were made:

- a) Item 27 should read "VIA Rail will no longer stop at the CNR Station in Hamilton as of May 25, 1992."
- b) Item 30, Point 4, should read "the Planning Department staff assignment should be, at a minimum, the CAPIC co-ordinator and the secretary".
- c) Item 31, point 3, should read "There should be a compatibility between the Central Area Plan and the Neighbourhood Plans."
- d) Item 32 is deleted in its entirety.

It was moved by Gil Simmons and seconded by Russell Elman that the minutes, as amended, be approved. Carried.

2. BUSINESS ARISING FROM THE MINUTES

Via Rail

- a) Russell Elman asked if there was any action CAPIC could undertake regarding the termination of VIA Rail Service to Hamilton.
- b) Jim Drake advised that the Central/Beasley P.R.I.D.E./HINT. Committee had submitted a letter to the Planning and Development Committee opposing the termination of VIA Rail Service to Hamilton.
- c) Art Lomax asked about the status of Alderman Eisenberger's queries regarding VIA Rail Service.
- d) After further discussion, it was agreed that information regarding any action taken by City and Regional Councils regarding VIA Rail Service to Hamilton would be obtained. This information would be included in the next month's agenda.
- e) Charles Forsyth requested that the minutes of the Planning and Development Committee regarding the letter from the Central/Beasley P.R.I.D.E./HINT. Committee be included with the information for June's agenda.

Sewell Commission

- f) Russell Elman advised that he had received a copy of the Commission's most recent newsletter. He requested that copies be included for every member with June's agenda.
Action Taken: Copies are included with June's agenda.

Public Participation Sub-Committee

- g) Gloria DeSantis advised that this Sub-Committee met on April 1, 1992 to refine the paper. It is proposed that the paper on public participation be released as a CAPIC discussion paper.
- h) Maggie Fischbuch advised that the paper would be circulated for comments and, where necessary, revised.

- i) Jim Drake stated that the Council of Hamilton Neighbourhood Associations would be interested in this paper.
- j) Art Lomax suggested that neighbourhood associations within the Central Area be circulated the draft paper.
- k) Russell Elman suggested that other groups in the Central Area, besides neighbourhood associations, should be considered as public participation organizations (e.g. Home and School Associations).

3. R. BROUGH

- a) At this point, Robert Brough (LACAC), had to leave. Prior to his departure, he made the following points regarding the pending rezoning application for 212 James Street South:
 - the development, as proposed, is of concern as the scale is thought to be out of character;
 - this house is one of the few remaining Second Empire homes in Hamilton;
 - James Street South should be considered as a Heritage Conservation District.
- b) Robert Brough also stated that he would like to discuss non-profit housing projects in the Central Area at the next meeting.

4. ROLES OF CAPIC

- a) Charles Forsyth presented this item by reviewing his report included with the agenda for the month. He identified the key points and suggested that the report be submitted to the Planning and Development Committee.
- b) The following are the main editorial changes to the report, as suggested by members:
 1. include the main scope of CAPIC'S work, as outlined in CAPIC's brochure (John Eyles);
 2. include a broad statement identifying CAPIC's focus (Gil Simmons);
 3. the last paragraph of Section 5 should be placed after Section 4 (Art Lomax);
 4. Section 4 should read: "CAPIC will establish appropriate mechanisms to co-ordinate the work of Sub-Committees" (Russell Elman).
- c) It was moved by Russell Elman and seconded by Gil Simmons that the report, as amended, be approved and submitted to the Planning and Development Committee. Carried.

5. CENTRAL AREA DEVELOPMENT UPDATE

- a) Bill Janssen reviewed the information presented in the update.
- b) Mary Lou Tanner and Vladimir Matus presented specific information regarding the requested rezoning for 212 James Street South.

- c) The following points were raised regarding 212 James Street South:
1. the existing building fits into the neighbourhood;
 2. the southerly limit of redevelopment on James Street South is Charlton Avenue, as identified in the Durand Neighbourhood Plan;
 3. there is serious concern that, if approved, the proposal will set a precedent that cannot be stopped at Charlton Avenue;
 4. new development will add to the City's tax base;
 5. adequate parking must be provided;
 6. James Street South should be considered as a Heritage Conservation District;
 7. a downzoning may be appropriate;
 8. zoning approvals should have a sunset clause.

It was recommended that these comments be forwarded to the Development Section.

Action Taken: The comments were forwarded on May 11, 1992.

6. CN LANDS ON FERGUSON AVENUE

- a) Bill Janssen presented three concepts that had been submitted to the Planning Department for this property.
- b) The following points were raised:
 1. the density was acceptable;
 2. the design of Ferguson Avenue should be resolved;
 3. the development should take into consideration the existing grid street pattern.

7. MEMBER'S REPORTS

- a) The Durand Neighbourhood Association Annual Meeting will be held on May 21st at Central Public School.
- b) The Beasley Neighbourhood Association would like to have a formal representative to CAPIC. It was moved by Russell Elman and seconded by Art Lomax that the Beasley Neighbourhood Association be requested to designate a member.

Action Taken: A letter was send to the association on May 11, 1992.

- c) It was agreed that the request from the Urban Design Committee for consultation on municipal projects be placed on June's agenda.
 - d) Art Lomax inquired about the status of the CBD Study. Bill Janssen advised that the consultant would prepare a report for a public meeting. After the public meeting the study would be presented to the Planning and Development Committee.
8. At 12:15 it was moved by Gil Simmons and seconded by Ronald Faichney that the meeting adjourn. Carried.



The Armorial Bearings of
Forsyth of that ilk

OFFICE OF CHARLES H. FORSYTH
175 Delaware Avenue,
Hamilton, Ontario L8M 1V9
(416) 544-0402

3 a)

May 12, 1992

Ms M. L. Tanner,
CAPIC Coordinator
Planning Department
City Hall,
Hamilton, Ontario

Dear Mary Lou:

Further to our telephone conversation yesterday, I would formally request you to notify:

- . the members of CAPIC
- . Alderman Wm McCulloch
- . J. Pavelka

that I find it necessary to retire from the Committee (and hence from related matters having to do with Ferguson, Carter Square developments). This is a very unsettling decision to have to come to, but I can say that I have been nudged into it by those who want me to curtail my 'committee-itis'. I am to be permitted to keep on with some writing work in which I am presently engaged. And of course I am allowed to keep writing irate letters to the Globe & Mail, etc. It is suggested that some months of such relative inactivity (plus mowing the lawn and tending the garden) will actually be good for me.

In any event, I did want to say that I have regarded my dozen years with CAPIC as the best ongoing seminar in which I have ever had a share. That is so both (and primarily) because of the lively people involved, and the range and vitality of the content of our work. I am confident that that genial creativity will continue.

Who knows, I may even get to be part of it all at some point in the future.

Sincerely,

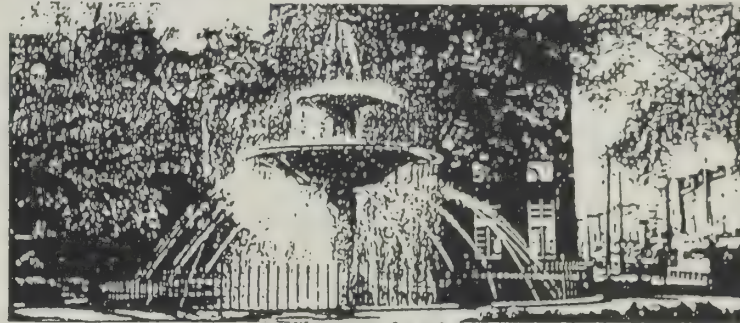

Charles H. Forsyth

3 b)

BEASLEY NEIGHBOURHOOD ASSOCIATION

c/o Peter Pasalic
Treasurer
132 Robert Street
Hamilton, Ontario
L8L 2P6

President: James Drake 525-8933
Vice President: Ken Hastings 529-2503



GORE PARK FOUNTAIN 1859 -1959

May 26, 1992

Mary Lou Tanner
Secretary
C.A.P.I.C.

Dear Mary Lou,

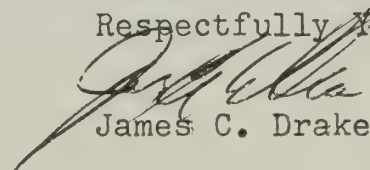
Pursuant to your undated letter which refers to a meeting of C.A.P.I.C. on May 08, 1992, during which a request was made to have official representation on that committee from the Beasley Neighbourhood Association, please be advised of the following:

At an executive meeting of the Beasley Neighbourhood Association, held on May 24, 1992, a resolution was passed, approving James Drake as its representative on the Central Area Plan Implementation Committee.

Ms. Nemeth has been contacted and feels that she cannot give more time than she has previously done and is in full accordance with the decision to put James Drake forward as a representative.

We would hope that in the event that Mr. Drake cannot attend a meeting for any reason, that C.A.P.I.C. would tolerate an alternate representative to safeguard our concerns.

Respectfully Yours,


James C. Drake.

PLANNING & DEVELOPMENT LOCAL PLANNING BRANCH				
File No.		JUN 01 1992		
TO	STAFF	INIT.	INFO.	ACT
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CART.				
ADMIN.				

CORPORATION OF THE CITY OF HAMILTON

MEMORANDUM

TO: Mr. J. G. Pavelka
Acting Chief Administrative Officer
Department Heads
Standing Committees of Council

YOUR FILE:

FROM: Tina Agnello, Secretary
Planning and Development Committee

OUR FILE: P5-4-3-9
PHONE: 546-2729

SUBJECT: Request for Circularization on
Municipal Projects dealing with
Urban Design Matters to the
Urban Design Committee

DATE: 1992 May 5

The Planning and Development Committee at its meeting of 1992 March 25 resolved that the report of the Urban Design Committee, dated 1992 March 13, be circulated to all City Departments and Standing Committees for comment.

T. Agnello

Attach.

CITY OF HAMILTON

- RECOMMENDATION -

DATE: 1992 March 13
P5-4-7-13

REPORT TO: Tina Agnello, Secretary
Planning and Development Department

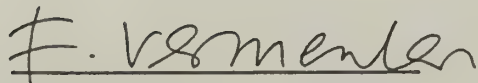
FROM: Fred Vermeulen, Chairman
Urban Design Committee

SUBJECT: Request that the Urban Design Committee be circulated on
municipal projects dealing with Urban Design matters.

RECOMMENDATION:

That the Urban Design Committee be circulated for future municipal initiated projects requiring the hiring of Urban Design Consultants or dealing with Urban Design matters in order to review and comment on Terms of Reference for projects prior to advertisement; and further;

That this request be forwarded to the various Committees of City Council and City Departments.


Fred Vermeulen, Chairman
Urban Design Committee

BACKGROUND:

A number of recent municipal initiated projects are being processed with specific terms related to "Urban Design" without the involvement of the Urban Design Committee at their initial stages. Such projects as Ferguson Avenue Study, Central Area Pride and the City Hall grounds all deal with Urban Design matters.

The established Terms of Reference for the Urban Design Committee include advising the Planning and Development Committee and liaising with other committees on Urban Design matters.

The varied backgrounds and expertise of the members of the Urban Design Committee would provide valuable insight into the drafting of Terms of Reference when it is intended to retain Urban Design professionals.

FV/JPS/ma

John Thompson

REPORT OF THE TRANSPORT AND ENVIRONMENT COMMITTEE

To the Council of the Corporation of the City of Hamilton.

Members of Council:

The Transport and Environment Committee presents its **SECOND** Report for 1991 and respectfully recommends:

1. That the Corporation of the City of Hamilton regrets the decision of Via Rail to move its Station from Hamilton, Dundas and Burlington to Aldershot and respectfully requests reconsideration of this matter.
2. That the Director of Public Works be delegated the authority to approve applications for on site garbage collection, pursuant to Section 11 of By-law 85-159 respecting Collectible Waste where the following conditions have been satisfied:
 - i. access for collection vehicles is adequate
 - ii. resources are available
 - iii. the standard agreement has been properly completed
 - iv. proof of the required insurance coverage is submitted.
3. That City Council enact the appropriate By-law for the construction of local improvements of concrete sidewalks on Upper Paradise Road between Stone Church Road and Lunner Avenue.
4. That a purchase order be issued to 3M Canada Inc., London, being the only tender received, for the supply and delivery of Reflective Sheet as and when required during 1991 by the Traffic Department, for an estimated cost of \$120 000, in accordance with specifications issued by the Manager of Purchasing and Vendor's tender, and that this expenditure be financed from the Traffic Signs Materials Account No. 56154 75999.
5. (a) That the Director of Property be authorized to acquire vacant land known as Parts 16 and 17, 62R-11096, being part of 614 Stone Church Road East from Alan and Florrie McGuirl, which is required for roadway purposes (Acadia Drive) in the Butler Neighbourhood.
 - i. The costs of the acquisition are to be charged to Account No. CH 58303 00107 (Reserve for Services through unsubdivided lands).

January 29, 1991

-43-

- (c) That encouragement be given to utilize Commonwealth Square for such uses as outdoor music concerts and displays of local art; and,
 - (d) That the Chief Administrative Officer be directed to co-ordinate staff on a redevelopment of Summers Lane in conjunction with the above-noted projects.
18. That the Chief Administrative Officer co-ordinate staff to meet with CN Officials to discuss alternate uses for the CN Station building on James Street North.
19. For the information of the members of City Council, the following revised membership list for the Central Area Plan Implementation Committee has been approved by the Planning and Development Committee:

Charles Forsyth, Citizen Member
Russell Elman, Durand Neighbourhood Association Inc.
Alderman William McCulloch, City of Hamilton
Dr. John Eyles, McMaster University
Mark Boyak, Hamilton Real Estate Board
Bruce Charlton, Citizen Member
Ozzie Ferguson, United Senior Citizens of Ontario
Arthur Lomax, Hamilton Automobile Club
Gabriel Etele, Downtown Business Improvement Area
Anne Stewart, Hamilton Board of Education
Kay Nolan, Hamilton-Wentworth Roman Catholic Separate School Board
Maggie Fischbuch, Citizen Member
John Nolan, Citizen Member
Bruce Rankin, Hamilton Society of Architects
Gillian Simmons, North End Neighbourhoods
Gloria DeSantis, Social Planning and Research Council
Marvin Wasserman, King East Business Association
Andrew McKenzie, Hamilton District Labour Council
Helen Nemeth, Beasley Neighbourhood.

20. That the following resolution from the Town of Vaughan be received:

WHEREAS the housing policy of the Ontario government introduced in 1989 has been established without Municipal support; and,

WHEREAS a number of local Municipalities as well as the Association of Municipalities of Ontario "AMO" have expressed some real concerns as to the policy's workability and implementation; and,

SECOND REPORT FOR 1991 OF THE PLANNING AND DEVELOPMENT COMMITTEE

- February 12, 1991 -

4. That the City of Hamilton request the Executive Secretary, Historic Sites and Monuments Board of Canada, to consider designation by the Minister of the Environment of Hamilton's CN Station under The Heritage Railway Stations Protection Act.
5. (a) That an Ad Hoc Committee be formed to examine the future of the CN Station property to work with staff from the Planning and Development Department and the Regional Economic Development Department.
- (b) That the Ad Hoc Committee consist of representatives of the Planning and Development Committee, C.A.P.I.C., Urban Design Committee, L.A.C.A.C., B.I.A.'s and other stakeholders.
- (c) That L.A.C.A.C.'s recommendation to designate the CN Station under The Heritage Railway Stations Protection Act, as contained in Section 4 of this Report, be supported.
- (d) That the need for increased GO train service and the continuation of Via Rail service to Hamilton be reaffirmed.

Note: The above-noted Ad Hoc Committee will work in conjunction with the recently established staff group co-ordinated by the Chief Administrative Officer, authorized by City Council at its 1991 January 29 meeting.

6. That approval be given to Zoning Application 90-86, Tony and Maria DiFranco, owners, for a change in zoning from "AA" (Agricultural) District to "C" (Urban Protected Residential, etc.) District to permit single-family development on property located at 204 Rymal Road West, shown as Blocks "1" and "2", on the attached map marked as Appendix "A", on the following basis:
 - (a) That the subject lands be rezoned from "AA" (Agricultural) District to "C" (Urban Protected Residential, etc.) District;
 - (b) That the City Solicitor be directed to prepare a By-law to amend Zoning By-law No. 6593 and Zoning District Maps W-9D and W-17D for presentation to City Council;
 - (c) That the proposed change in zoning is in conformity with the Official Plan for the Hamilton Planning Area.



REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Office of the Clerk

Robert C. Prowse, Clerk
Michael A. Rallo, Deputy Clerk

1992 May 20

Mary Lou Tanner, M.C.I.P.
Planner I - Neighbourhoods
CAPIC
c/o City Hall
71 Main Street West
Hamilton, Ontario
L8N 3T4

Attention: Mary Lou Tanner, M.C.I.P.

Dear Ms. Tanner:

Re: VIA Rail Service to the CN Station

In reference to your request on the cessation of VIA Rail Service to the CN on James Street North, I am unable to locate any recommendations approved by Regional Council.

Enclosed is a copy of a News Conference provided by the Regional Chairman's Office. If you require additional information, please contact David Christopherson or his secretary at Queen's Park office, (416) 325-1650.

Yours truly,

Ingrid Dickson

Ingrid Dickson
Records Clerk

Encl.

PLANNING & DEVELOPMENT LOCAL PLANNING BRANCH				
File No. MAY 20 1992				
TO	STAFF	INIT.	INFO.	ACT.
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PLANNING				
DEVELOPMENT				
ADMIN.				
CART				
ADMIN				

Queen's Park Office Address
95 Grosvenor Street
6th Floor, Frost Building North
Toronto, Ontario
M7A 1Y7
Phone (416) 325-1650
Fax: (416) 325-1654



LEGISLATIVE ASSEMBLY
ASSEMBLÉE LÉGISLATIVE

DAVID CHRISTOPHERSON, MPP
Hamilton Centre

Constituency Office Address
346 Main Street East
Hamilton, Ontario
L8N 1J1
Phone: (416) 529-1277
Fax: (416) 529-1280

April 28, 1992

NEWS CONFERENCE

Please be advised of a news conference at the below noted time and location.

David Christopherson, MPP Hamilton Centre, will be announcing a decision of the Ontario Government which is of significance importance to the Hamilton-Wentworth area.

Date: Wednesday April 29, 1992
Time: 9:30 a.m.
Location: T, H & B Station (Hunter Street)

For further information, please contact David Christopherson at his Queen's Park office, (416) 325-1650.



GREATER HAMILTON

REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

May 29, 1992

Project
Hamilton-
Wentworth
as a Regional
Centre

Retain and
Expand
Existing
Enterprises

Develop
Industrial Land

Foster Small
Business

Facilitate
Investment
Opportunities

Identify
Business
Partners

Attract People
and
Employment

Assist
Technology
and Skills
Development

Promote
Tourism and
Special Events

Attract
Conventions

Ms. Mary Lou Tanner
Planner I - Neighborhoods
Capic
City Hall

Dear Mary Lou:

VIA RAIL CANCELLATION

Further to your letter of May 11, 1992, please be advised that the Economic Development Department has no reports concerning the Via Rail Service cancellation.

Sincerely,

Scott Galbraith, Ec.D.
Manager, Business Development

/hav

ECONOMIC DEVELOPMENT DEPARTMENT

P.O. Box 910, Hamilton, Ontario, Canada L8N 3V9
1 James St. South, 3rd Floor, L8P 4R5

Tel: Business Development (416) 546-4447
Tourism and Convention Services (416) 546-4222
1-800-203-8590 Fax: (416) 546-4107

GO, Via train service chugs off to Aldershot

By ADRIAN HUMPHREYS
The Spectator

JUST CALL it the little engine that couldn't.

For the first time since 1853, Hamilton-Wentworth will be without passenger rail service come Monday, as both Via Rail and GO Transit pull out their trains — at least until the refurbished TH&B station opens in late 1994.

And that will mean changes for commuters.

Monday opening

With Monday's opening of the new \$11.5-million Aldershot GO station on Waterdown Road at Highway 403, both GO's rush hour commuter trains from the James Street North CN station and stops for Via's two lines are moving.

But leaving Hamilton sans-trains won't be a disaster, said GO

Burlington commuters to continue until TH&B station reopens in '94

spokesman Tom Henry. "The advantage of the Aldershot station for Hamilton and area people is going to be access. It literally has a direct ramp from the 403 into the parking lot.

"It will be a very good place for people driving from the Hamilton area to the train. It will be very handy," he said.

The changes make the scheduled overall trip from Hamilton to Toronto by the bus-train combination about five minutes faster for a \$6.65 one-way fare.

And although Aldershot won't have the all-day service, the buses from Hamilton to meet the new all-day trains in Burlington will call at Aldershot to pick up passengers.

The extension of full-day service to Burlington is the first step in GO's plan for full-day service at all 52 stations.

With GO pulling its trains out of the James Street station, the large building was just too expensive and too big for Via to go it alone, Diane Graham of Via said.

"There is the same amount of service, of course, it just means that the Via trains will not be going into the James Street station anymore. We had three stops within a 14-kilometre (nine-mile) radius and for an inter-city train, that's a lot of stops."

Consolidating the Hamilton, Dundas and Burlington stops into one modern facility will save mon-

ey, she said, with the station handling 84 Via trains a week.

But the trains will be back in the Steel City when the 60-year-old former TH&B station on Hunter Street East opens as the Hamilton GO Centre, scheduled for late 1994.

New centre

The new centre will bring the bus terminal from its current Rebecca Street location and flip the Toronto commuter trains back to Hamilton, Mr. Henry said.

If rail service to Hamilton is to increase its load, another track on the CN line between Burlington and the Hamilton junction, near the Royal Botanical Gardens, will have to be built.

Mr. Henry said all the changes should go smoothly — "But it may take a while for people to get used to it."

Train service changes

KEY CHANGES include:

- ☐ The three trains to Toronto during morning rush hour and three trains back to Hamilton during evening rush hour, operating out of the James Street station, will now leave and arrive in Aldershot.
- ☐ The Via Toronto-Niagara Falls-New York trains that normally stop at the James Street station will stop in Aldershot instead.
- ☐ The Via Toronto-London-Windsor trains that normally stop in Dundas will be non-stop until Aldershot.
- ☐ Full-day train service will be extended west from Oakville to Burlington station (on Fairview Street, just east of Brant Street).
- ☐ GO buses out of Hamilton to meet every train leaving Oakville, will be leaving about five minutes later and meet the new service leaving Burlington station instead.
- ☐ Starting Friday, GO is cancelling its Lakeshore Road bus route to Toronto. Gray Coach Transit Inc. will be picking up the run for about the same fare. GO's express Hamilton-Toronto buses won't change.

J.J. SCHATZ
CITY CLERK



THE CORPORATION OF THE CITY OF HAMILTON

OFFICE OF THE CITY CLERK
71 MAIN STREET WEST
HAMILTON, ONTARIO L8N 3T4

TEL: 546-2700
FAX: 546-2095

1992 May 14

Ms. Jane Rigby
Chair, PRIDE H.INT. Committee

Dear Ms. Rigby:

At its meeting of 1992 May 6, the Planning and Development Committee resolved as follows:

To receive correspondence from the Central Beasley PRIDE H.INT. Committee regarding Via Rail service to Hamilton dated 1992 April 27 and to refer the correspondence to the Transport and Environment Committee for Information.

Sincerely,

A handwritten signature in cursive script, appearing to read "Tina Agnello".

Tina Agnello, Secretary
Planning and Development Committee

cc: K. Christenson, Secretary, Transport and Environment Committee

8

PLANNING & DEVELOPMENT LOCAL PLANNING I			
FILE NO.		JUN 23 1992	
TO	STAFF	INIT.	P
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AREA			
NEIGH			
May 25, 1992			
BUD			
STAFF			
CART.			
ADMIN			

SOCIAL PLANNING AND RESEARCH COUNCIL OF HAMILTON AND DISTRICT

MEMORANDUM

To: Members of CAPIC

From: Gloria DeSantis, CAPIC Member

Re: Central Area Neighbourhood Associations

At the May 8, 1992 CAPIC meeting, I was a bit surprised to have read the contents of the Beasley Neighbourhood Association Constitution. I asked that we have time on our next agenda to talk about Neighbourhood Associations.

In order to help you understand why I wanted to have this discussion, I have outlined some of my questions for everyone to ponder before the June 12 CAPIC meeting. I have also attached for your information, a copy of a letter which was sent from the President of the Social Planning and Research Council to the Beasley Neighbourhood Association.

1. Should CAPIC be concerned about the values articulated in Central Area neighbourhood constitutions? Are the values expressed in Beasley Neighbourhood Constitution representative of everyone living and working there? I'm referring specifically to items 3.7.2., 3.7.3., and 3.8.4. Page 5 of CAPIC's draft Public Participation Discussion Paper (see Dec. 1991 CAPIC agenda) states the need to have a variety of stakeholders involved.
2. Does it matter what CAPIC thinks about Central Area neighbourhood association constitutions? What is/could be CAPIC's role, both implicit and explicit, regarding neighbourhood associations?
3. Does CAPIC need to more clearly articulate what it means when it says it supports the development of neighbourhood associations? (See page 4 of CAPIC's draft Participation Paper) For example, "any" neighbourhood association? Should CAPIC develop a set of basic principles regarding both the form and process of neighbourhood associations?
4. What role does (or should) CAPIC have in questions about the spatial distribution of a whole variety of urban activities/forms (e.g., affordable housing, social services, etc.). The Central Area Plan talks about a "healthy mix".
5. Whose job is it to say, "this neighbourhood is doing its share regarding certain housing types, social services, industrial uses, etc.?" It is only fair that the City as a whole be implicated in such a question and not just a certain neighbourhood.

The Social Planning & Research Council

of Hamilton and District

155 James St. S., 6th Floor, Hamilton, Ontario L8P 3A4

Telephone: 522-1148

May 28, 1992

Mr. Jim Drake
141 Catherine Street North
Hamilton, Ontario
L8R 1J5

Dear Jim:

As a result of our participation in the Central Area Planning Implementation Committee for the City of Hamilton, we received a copy of the new Constitution for the Beasley Neighbourhood Association. In reviewing this Constitution, we were very distressed by a number of the articles - most particularly, articles 3.7.2; 3.7.3 and 3.8.4.

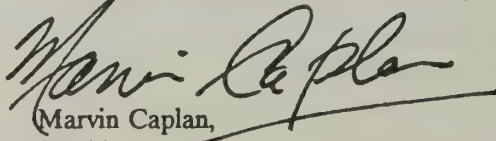
These articles appear to reflect a belief that low income families have a destabilizing effect on a neighbourhood and that persons who use services such as the Good Shepherd Centre are "undesirable" and should be kept off our streets and out of our neighbourhoods.

This prejudicial view of low-income families and social service clients is not only discriminatory but, in our view, unnecessarily intolerant of the realities of community life in Hamilton. We hope that it is not too late for your Association to reconsider these articles and reflect a more constructive response to the growing social problems in our community. We, along with other service providers such as the Good Shepherd Centre would welcome a response from your Neighbourhood Association which could help people who need services gain a more productive way of life.

Some of the housing issues your group is dealing with are familiar to us. We have developed some expertise on the housing needs of our community, with a particular focus on non-profit housing as one solution. In fact, we have produced a short video-tape on housing in Hamilton which is useful as a discussion starter.

Having assisted in the initial organization of your Association, we would be happy to meet with your Executive to explore housing issues and the kinds of constructive roles which your Association could play in assisting the residents of the Beasley neighbourhood to cope with in increasingly difficult times.

On Behalf of the Board of Directors,


(Marvin Caplan,
President.

MC/ms

c.c. Wanda Crouse
Executive Council of Neighbourhood Associations

INFORMATION ITEMS

1. Letter to the Sewell Commission from Vladimir Matus; Response from the Commission.
2. Council Resolution of May 26, 1992 regarding 18 Main Street East (DeSantis Courtyard)
3. Minutes of the Joint Urban Design Committee and CAPIC Meeting regarding the Central Business District Study.
4. "Downtown Planning Group ponders 5-point plan", West Hamilton Journal, May 13, 1992.
5. "North End Breezes vows to continue blowing", West Hamilton Journal, May 13, 1992.

NEW PLANNING FOR ONTARIO

Commission on Planning and Development Reform in Ontario
180 Dundas Street West, Suite 2205
FAX 325 8739

From:

Vladimir Matus,
403 Wellesley Street East,
Toronto, Ontario, M4X 1H5

May 12, 1992

Since my last communication to you, dated February 21, 1992, I have been involved, as a member of several professional groups, in the preparation of other submissions to the Commission. I am very pleased to see a growing interest in physical planning and in urban design in particular. The following is a brief outline of one possible way to reintroduce physical planning into current municipal planning. It focuses on the Official Plan and Zoning.

THE OFFICIAL PLAN MUST CHANGE ITS FORMAT AND CONTENT.

The current format of the Official Plan and its largely irrelevant statements and vague policy content should be replaced or modified and amended by a **Plan of Concrete Actions**. This would be a different type of document, one which would address both public and private initiatives, establish a list of specific actions, and include time and budget schedules.

Moreover, an important part of this **Plan of Actions** should be a three-dimensional picture of the community which may take the form of a conventional architectural/urban design rendering or a scale model or a 3-D computer model. The 3-D computer model would in particular have a distinct advantage: anyone would be able to "walk" the city and see and experience what is planned before it is realized.

The **Community Picture** (i.e. a picture of our community as we would like to see it in, say, five, ten, or fifteen years), will show:

- 1- all the planned public initiatives, such as parks, road widenings, improvement of sidewalks, new street furniture and luminaires, landscaping, etc. (time schedule and budget would be included in the **Plan of Actions**)
- 2- all the proposed and already approved private developments
- 3- all the historical buildings which cannot be demolished

- 4- all the developable envelopes (i.e. height limits and setbacks) as per the existing by-law and/or special, council approved, urban design guidelines. These "envelopes" would indicate the extent of private developments and other private initiatives which may take place but the timing of which is dictated by market forces.

The Plan of Actions with the accompanying Community Picture must be products of a consultation process with the community. It would represent a consensus among all the stakeholders; this would include

- 1- the local residents (i.e. citizens of the immediate vicinity)
- 2- the city as a whole, and
- 3- the development industry.

The Community Picture would be an ideal medium for the lay public to monitor the implementation of the Plan of Actions.

ZONING AND THE ZONING PROCESS MUST BE FUNDAMENTALLY CHANGED.

Zoning, once hailed as a progressive planning tool, has degenerated to the point that it has become a hinderance to community planning and development and an instrument of social injustice. Inevitably, the number of zones must be reduced to about five or ten, depending on the size of the municipality; this would bring it closer to what the original promoters of zoning had in mind. Most importantly, however, regulations related to human activities and regulations related to the urban form must be separated:

1 - Human activities are in a continuous flux akin to that of natural processes. Consequently, prompt accomodation of change is of the utmost importance to both commerce and the general welfare and function of the community. This is why there must be only a small number of broadly defined zones to allow maximum freedom of change within any individual zone. The rezoning process, if necessary, could be profoundly shortened provided that the requested change in activity is contained within the shell of an existing building or within an envelope (i.e. height and setbacks) as stipulated by law and/or urban design guidelines.

2 - Buildings, their shape and appearance, are either permanent or they change slowly over a longer period of time. Since public spaces are created by buildings, their shape and location determine the quality of public spaces. Consequently, urban form (i.e. both buildings and public spaces) and the associated concept

of permanency and predictability, is of utmost importance to both commerce and to the general welfare and function of the community. Inevitably, the very broadest possible community involvement and immaculate professional planning are, of course, prerequisites for success.

In summary, the Plan of Actions and the Community Picture are a product of community consensus and are binding. Any changes to the Plan of Actions and to the Community Picture must be approved by all the stakeholders. All municipal departments would be engaged in the implementation of public initiatives. The Planning Department would also be administering the private initiatives and development proposals. However, the conventional zoning and rezoning process will be restructured and divided into two separate processes related to the following:

- 1- The dynamic, ever changing aspect of the urban fabric and human interaction.

Land use in terms of human activities will be scrutinized and evaluated with respect to the associated movement of goods, people and services, changing technology, change of lifestyle and habits.

- 2- The slow changing and (almost) permanent aspect of the urban environment.

Land use in terms of building form and urban form will be scrutinized and evaluated with respect to the community consensus on the Community Picture.

PRIVATE DEVELOPMENTS AND OTHER PRIVATE INITIATIVES.

As suggested above, the development industry would be one of many stakeholders involved in the preparation of the Plan of Actions and the Community Picture. Outside developers and those who did not participate would first have to look at the Community Picture and assess whether their development proposal is within the physical parameters set by the community. Any dramatic deviation from the framework set by the Plan of Actions and the Community Picture which may have a detrimental effect on the quality of public space, and/or which may negatively affect the image of the community, would have to be negotiated with the affected stakeholders.

However, it is reasonable to expect that the number of conflicts would be minimal because current zoning by-laws usually allocate more developable volume than any economic boom can utilize in the foreseeable future. Since the Community Picture will have to respect existing development rights, negotiation would probably be limited to the positioning and shape of the building and finer tuning to ascertain a better neighbourhood fit. A true conflict may arise

only if, for example, a developer would want to build something which was fundamentally inappropriate, such as a highrise building in a uniquely low rise, low density area or in a historical district.

It is also reasonable to expect that well coordinated public initiatives, particularly those related to the improvement and creation of public spaces, will demonstrate the apparent logic and reasoning behind the **Plan of Actions** and the **Community Picture** and thus automatically help to attract appropriate and discourage undesirable types of private developments.

The administration of private development as proposed above should pose minimal problems for any developer. An obsolete, antisocial, exclusionary form of zoning would be abolished and be replaced by a few broadly formulated zones; within the given framework of each zone, everything would be passed unless specifically prohibited.

New Planning for Ontario

Commission on Planning
and Development Reform in Ontario

Nouvel aménagement du territoire pour l'Ontario

Commission sur la réforme de l'aménagement
et l'exploitation du territoire en Ontario

May 20, 1992

Mr. Vladimir Matus
403 Wellesley St. E.
Toronto, Ontario
M4X 1H5

Dear Mr. Matus:

Thank you for your letter of May 12, 1992, and the specific suggestions on how to improve Official Plans and zoning by-laws.

Your ideas about a Plan of Concrete Actions and Community Picture are quite innovative and provide us with some different directions to consider. We would agree with you about the need for more general zoning categories and will be considering how this might be done.

Thank you for your continued interest in the work of the Commission.

Yours very truly,


George Penfold
Commissioner

John Sewell
Chair
résident

George Penfold
Commissioner
commissaire

Joby Vigod
Commissioner
commissaire

180 Dundas St. W., 22nd Floor, Toronto, Ont. M5G 1Z8
Tel: (416) 325-8734 Fax: (416) 325-8739

22^e étage, 180, rue Dundas ouest, Toronto, Ontario M5G 1Z8
Tel: (416) 325-8734 Fax: (416) 325-8739

25. That the construction covenants as contained in the Offer to Purchase of the property at 18 Main Street East, the south west corner of Main Street East and Hughson Street South, from DeSantis Group Inc., and as contained in the Deed from the City to DeSantis Group Inc. of the same property, be amended as follows:
- (a) That the construction commencement date be extended to, on or before 1994 November 30, and the construction completion date be on, or before 1996 November 30;
 - (b) That a further extension of two (2) years of the construction commencement and completion dates be granted at the pleasure of the City;
 - (c) That if during the extension period(s) of the construction covenants, the City deems the local economy to be in a condition for the DeSantis development, as outlined in the Site Plans attached herewith and marked Appendix "B", to be economically viable, the City has the right to ask the DeSantis Group to commence construction within a 180 day period. If DeSantis disputes the City's claim of the economic viability of the project, the Agreement will provide for arbitration of the issue;
 - (d) That in the event that at the end of the extension period(s) (1994 November 30 or 1996 November 30) the City has grounds to exercise its rights to re-purchase the property, the City shall either exercise such right within 90 days of the expiry of said extension period(s) or the City's right to re-purchase shall expire and all restrictive covenants shall be released from the title of the land;
 - (e) That the DeSantis Group shall continue to operate a public surface parking lot from the site during any extension period, so as to provide continued public parking for the area;
 - (f) That the DeSantis Group must agree that there will be no claim for compensation or damages against the City in the event the City chooses to re-purchase the property for non performance by the DeSantis Group.
 - (g) That the Mayor and City Clerk be authorized to execute an Agreement to amend the Agreement of Purchase and Sale and the Deed from the City to DeSantis, incorporating the changes;
 - (h) That time is to remain of the essence and all other terms and conditions are to remain the same.

May 12, 1992

Minutes of a Joint Meeting
of the Urban Design Committee and CAPIC
held on March 30, 1992 at 3:00 p.m. in Room 233

Members Present

F. Vermeulen
C. Forsyth
G. Simmons
P. Hill
F. Mayleart
J. McCallum
A. Lomax
R. Faichney
D. Carpenter
G. Kennedy
M. Mokrycke

Staff

V. Matus
J. Sakala
B. Janssen
M. Hornell
C. Wallace
R. Karl
S. Renshaw

Guests

J. Mokrycke
L. Morris
J. Walbrow
I. Tanska-Stepien

Minutes of a Joint Meeting of the
Urban Design Committee and Capic, held
on March 30, 1992 at 3:00 p.m. in Room 233

Chairman F. Vermeulen and Chairman C. Forsyth welcomed all present to a joint meeting of the Urban Design Committee and Capic.

The meeting topic is a presentation by John Mokrycke, Architect on a "Focus Area Study" dealing with Hughson Street from the proposed new GO Station to King William Street and the adjacent areas as part of the Central Business District.

The following are some points addressed either during the presentation or as comments or issues raised during the brief discussion prior to adjourning the meeting:

- definition of the study to prepare guidelines for the focus area;
- capitalize special features and charms;
- identify opportunities and potential areas in transition;
- presentation of ideas and options to initiate discussion;
- encourage development and users of spaces:
 - ie - street vending, street art sales, seating areas, bicycle system, canopies, signs, etc.;
- vegetation, trees, plantings;
- architecture details - pedestrian scale and relationship - links, openings, entrances, windows, heights, size, uses;
- alternatives;
- transportation to CBD and focus area;
- more people downtown;
- Hughson Street as a pedestrian link and a pedestrian street;
- concepts of building forms/shapes;
- creation of spaces for pedestrian users;
- look at the focus area and its layout of buildings, potential buildings and pedestrian/traffic circulation patterns;
- parking areas, loading/servicing;
- existing heritage buildings can be used as entrances to larger/newer developments at rear of older buildings;
- respect for heritage districts/areas/buildings;
- desire for unbroken pedestrian flows;
- station space -determination of goals and user needs - outdoor public activities in both winter & summer - all season;
- importance of safety, lighting, access;
- quality of spaces;
- special character of areas;
- signs, wall graphics;
- art, street furniture, interactions.

- questions:
- identification of existing forms?
- vision?
- by-law fit or vision fit?
- reality of potential to implement concepts/ideas?
- creation of partnership, community interests?
- need to come downtown, reason, desire?
- course of action?
- co-ordination of actions?
- pedestrian levels - track crossings, street crossings?

Chairman F. Vermeulen concluded the meeting and thanked all who attended. Additional questions and comments should be channelled through either Chairman.

The meeting adjourned.

Downtown planning group ponders 5-point plan

Journal Staff

Five central city areas pegged for change are to be studied by the Central Area Planning Implementation Committee.

The volunteer group, made up of 20 members who report to the city's planning and development committee, will study and monitor growth in these areas:

- Ferguson Avenue from King Street East westward;
- the waterfront area, including Pier 4;

- the CN Rail station and the immediate area surrounding it;

- the TH&B station area and the Hughson Street corridor;
- the Bay-King streets area, including the public school board's parking lot behind the board of education headquarters on Main Street.

Be ready

"The planned Perimeter Road will be a major change along the waterfront and we've got to be ready for this kind of thing," said Mr. Forsyth.

The committee will begin

reviewing some information this month.

"There are no quick fixes in planning. You have to identify the areas of change not only now but in the future," he said.

Mr. Forsyth is an original member of the group, which was founded about 12 years ago by the city to assist in planning development in the downtown. The central area is defined as from the escarpment to the waterfront and from Wellington Street in the east to Queen Street in the west.

"Our job is to ensure development of new housing be included in the central area citywide.

in order that the core isn't deserted after 5 p.m. when offices close," said Mr. Forsyth.

He added there's a "real interest" in the community in developing a mix of residential units in the central area, alongside commercial and business operations.

Proof of this is in the number of people forming neighborhood associations, he said. Beasley neighborhood now has its own group, and the oldest association in the city is Durand.

There are more than 150 neighborhood associations citywide.

North End Breezes vows to continue blowing

By Stephen J. Cook
Editor

The landscape is littered with tried-but-failed community newspapers. The scenario is invariably the same: an issue erupts, neighbors get angry and band together through a newsletter or newspaper. But when the issue is resolved the paper drifts into oblivion.

As in most things there's always an exception — The North End Breezes.

Started in 1973 as an extension of the North End Information Service — a non-profit operation located in a city-owned building at the corner of Wood and John Streets — the Breezes solicits advertising from neighborhood merchants.

It's not your typical tabloid weekly paper. It's run off on a photocopier and stapled together by hand in the top left-hand corner.

Still, it serves to keep residents informed on civic issues, such as alerting residents that the prized Picton Street Library may disappear due to spending cutbacks.

"I think we'll be able to

resolve that issue eventually," predicted editor Eva Googe, who joined the service 12 years ago as a receptionist.

Volunteer

While writing about local issues is stimulating for the editor, Mrs. Googe hasn't been paid a salary for the past six years.

"I guess I'm stubborn, but I may have to leave one day," she said with a laugh.

What she enjoys about the job is the access she has to neighbors who drop by from time to time. She offers them a coffee and makes time to chat.

This way, she hears what's going on about town. "This is a place where people can come and chat if they feel lonely. And I think I've earned their trust," she said.

A widow with two grown-up children, Mrs. Googe said she makes the time to listen to north-end residents because otherwise she might be tempted to waste time at home and start wallowing in self-pity.

"This way there's no time to brood and feel sorry for yourself."

Bright picture

In terms of advertising rev-

enues in 1991 — notwithstanding the Goods and Services Tax — the editor paints a bright picture.

"Sales should pick up in the spring," said Mrs. Googe, who budgets about \$450 for printing each edition and sells a page to advertisers for \$65.

Volunteers come into the office and run the paper through the photocopier and staple the pages together. Only the delivery man gets paid for his expenses and time.

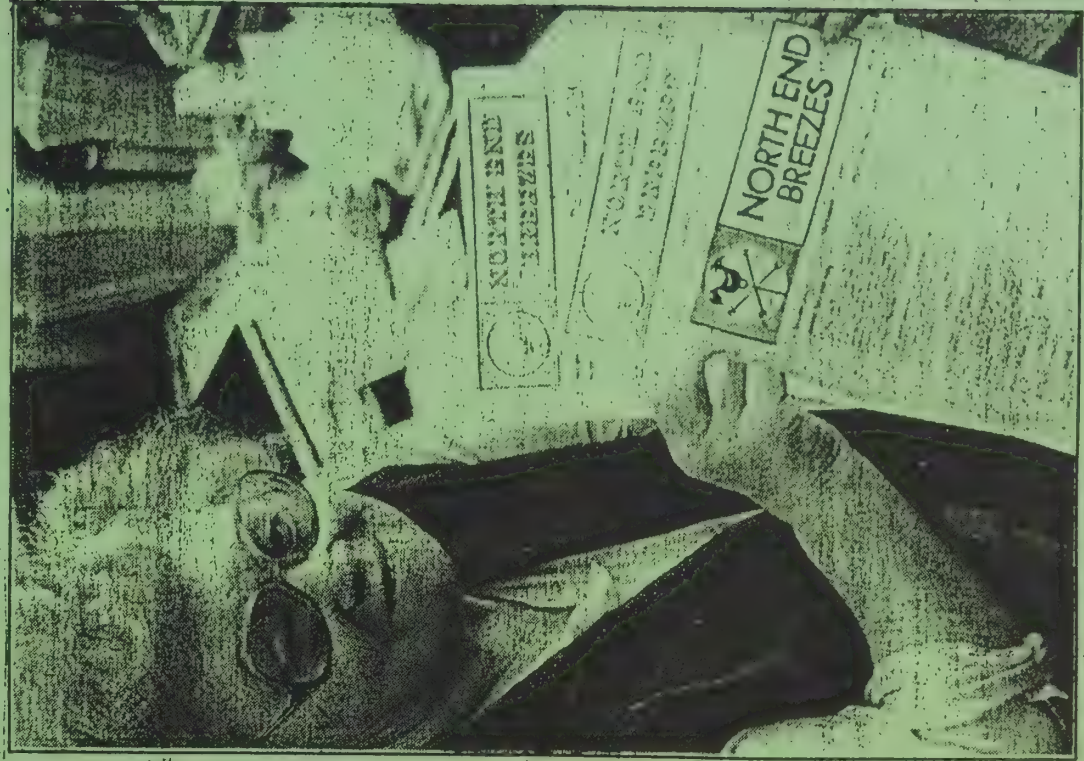
Longtime resident Gillian Simmons said The Breezes serves the community admirably as a vehicle to "keep people in touch."

She said the paper has the potential to lobby on a number of social issues, including a better waterfront, better planning downtown and an improved environment.

And on occasion she sits down at her 1950s-era typewriter and knocks off a column from her study overlooking the Hamilton Harbor marina.

A member of the Local Architectural Conservation Advisory Committee, Mrs. Simmons said there is a strong sense of community in the north end and the paper tends to reflect this.

"We're sort of cut off from the rest of the world which makes the paper even more valuable," she said.



NORTH END BREEZES editor Eva Googe brandishes three back issues of her paper which was established in 1973 as part of the North End Information Service at Wood and John streets.



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4
(416) 546-4221 Fax (416) 546-4202
TDD-546-2448

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July 2, 1992

Refer to File No. P5-4-7-13
Attention of
Your file No.

**TO ALL MEMBERS OF THE
URBAN DESIGN COMMITTEE AND CAPIC**

Re: Urban Design Committee Meeting

This is to confirm that the next meeting of the Urban Design Committee is scheduled for Tuesday, July 7, 1992 in Room 233 at 6:00 p.m. at City Hall.

Attached is the agenda for the meeting. The minutes of the meeting held on June 15, 1992 will be handed out at the meeting.

Please contact Vladimir Matus at 546-4455 or John Sakala at 546-4429 should you have any questions or are unable to attend.

Yours truly,

John Sakala
Co-ordinator
Urban Design Committee

JPS/ma
Encl.

URBAN MUNICIPAL

JUL 6 - 1992

GOVERNMENT DOCUMENTS

July 2, 1992

URBAN DESIGN COMMITTEE
NOTICE OF MEETING

DATE: July 7, 1992

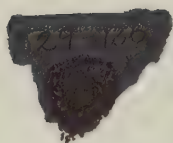
TIME: 6:00 P.M.

PLACE: Room 233, City Hall
(Coffee/Juice will be available)

AGENDA:

1. Chairman Fred Vermeulen. Call to order and remarks.
2. Minutes of the meeting of June 15, 1992.
3. Item arising from the Minutes:
 - a) GO Station Site and Area - Working Group Report.
 - b) City Hall Grounds Study - Update.
 - c) Other Working Group Reports.
4. New Business:
5. Date of Next Meeting:

URBAN MUNICIPAL
JUL 8 1992
GOVERNMENT DOCUMENTS



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PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA*

DATE: September 11, 1992
TIME: 9:00 a.m.
PLACE: Room 233, City Hall

AGENDA

1. Chairperson's Remarks
2. Minutes of Meeting held June 12, 1992
3. Nomination for Chairperson - Gil Simmons
4. Public Participation Sub-Committee Update
5. Ferguson Avenue Redevelopment Advisory Committee Update
6. Advisory Committee on the GO Centre - Update
7. Central Area Facilities
8. Member's Reports
9. Other Business
10. Adjournment

URBAN MUNICIPAL

SEP 8 - 1992

GOVERNMENT DOCUMENTS

Information Item

1. "Another Go at Hulme", by Joe Berridge. The Idler, July & August, 1992.

Coordinator

Mary Lou Tanner 546-4148

* Please call if you are unable to attend.



CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 233

Friday, June 12, 1992

MEMBERS ATTENDING

Russell Elman - Vice Chairperson	Durand Neighbourhood Association
Alderman McCulloch	Alderman Ward 2
Art Lomax	Hamilton Automobile Club
Ronald Faichney	Senior Citizens Council - City of Hamilton
Gil Simmons	North End Neighbourhoods
Maggie Fischbuch	Citizen Member
Gloria DeSantis	Social Planning and Research Council
Kay Nolan	Hamilton Wentworth Roman Catholic Separate School Board
Robert Brough	LACAC
Jim Drake	Beasley Neighbourhood Association
Mary Pocius	International Village BIA
John Nolan	Past Vice-Chairperson
John Eyles	McMaster University

REGRETS

Bruce Rankin	Hamilton Society of Architects
Carol Mason	Hamilton Board of Education
Gabriel Etele	Downtown BIA
Gerry Kennedy	Metropolitan Hamilton Real Estate Board

STAFF AND OTHERS

Bill Janssen	Local Planning
Mary Lou Tanner (Co-ordinator)	Local Planning
Joe Gravina (Secretary)	Local Planning
Annette Shultz	Economic Development
Gail LaCroix	Ministry of Housing
Jackie Gordon	Housing Help Centre
Peter Hill	Urban Design Committee

1. Vice-Chairperson's Remarks

Russell Elman welcomed those present and called the meeting to order at 9:00 a.m.

2. Membership

- a) Russell Elman read the letter of resignation from Charles Forsyth as Chairperson and as a citizen member from CAPIC. It was moved by Art Lomax and seconded by Gil Simmons that Charles' resignation be accepted.
Carried.

It was requested that a letter of thanks be sent to Charles expressing the Committee's regret and understanding regarding his decision, as well as thanks for his leadership and fair conduct of meetings.

Action Taken: The letter was sent on June 17, 1992.

It was agreed that Gil Simmons would be responsible for seeking nominations for a new Chairperson. The nomination(s) are to be brought forward in September.

- b) Russell Elman welcomed Jim Drake as the representative of the Beasley Neighbourhood Association. It was agreed that a letter of thanks would be sent to Helen Nemeth for her service to CAPIC.

Action Taken: A letter was sent on June 12, 1992.

- c) Mary Lou Tanner advised that the Ferguson Avenue Review Team, which is a staff committee, will be disbanded in favour of a citizens advisory committee. CAPIC is one of the stakeholders for this committee and needs to select a representative and an alternate.

It was moved by Gil Simmons and seconded by Art Lomax that Mary Pocius be the representative and Jim Drake the alternate.

Carried

3. VIA Rail Service

- a) Russell Elman reviewed the material presented regarding the termination of VIA Rail Service to Hamilton. He stated that the City has undertaken numerous actions regarding VIA Rail Service.

He also stated that CAPIC should have an update on GO Service, perhaps in September. The Durand Neighbourhood Association is also interested in this update.

- b) Peter Hill advised that the Urban Design Committee also has concerns about GO Transit, the TH & B Station, and the proposed municipal parking structure on Hunter Street.

- c) Alderman McCulloch proposed a special night meeting in September regarding GO Transit at the TH & B Station. Invitees could include GO Transit staff and staff from the City Parking Authority. Other groups to be invited as part of the audience could be the Urban Design Committee plus the Durand Neighbourhood Plan Implementation Committee and Stinson Neighbourhood Association.

- d) Peter Hill expressed concern over the proposal to demolish the old Health Building in favour of a parking structure. Robert Brough and Gil Simmons concurred.

Action Taken: A memo was sent to LACAC on June 15, 1992.

- e) Alderman McCulloch replied that a small group from CAPIC should meet with Alderman Agro, who sits on the Parking Authority, to express their concerns. It was agreed that Russell Elman, Gil Simmons, and Robert Brough would meet with Alderman Agro. Art Lomax is the alternate.

4. Urban Design Committee

- a) Peter Hill introduced this item and provided the Committee with the following information:
- the Urban Design Committee is not being used to its full potential;
 - Urban Design matters such as the City Hall Grounds Study are not involving this committee; and,
 - the Urban Design Committee requests it be circulated municipal projects for comments.
- b) Russell Elman stated that the Urban Design Committee is advising for the right to be informed which, to him, seems reasonable.
- c) After further discussion, it was moved by Kay Nolan and seconded by Gil Simmons that the request of the Urban Design Committee be endorsed.
- d) Robert Brough stated that there were common issues covered by LACAC, Urban Design, and CAPIC. He suggested that two members from each committee meet to discuss these issues. Gil Simmons and Jim Drake will represent CAPIC.

Action: Mary Lou Tanner

5. Non-Profit Housing in the Central Area

- a) Robert Brough introduced this item and stated the following:
1. he is concerned that the form of non-profit housing projects in the Central Area are too dense and don't fit into the existing neighbourhood - an example is St. Mark's Church;
 2. other projects experience economic pressures - ie. in order for the project to be economically viable, concessions in terms of density, setbacks, and parking are required and often granted;
 3. other concerns include ghettoization, the impact on existing neighbourhoods, and poor architectural fit with the neighbourhood.
- b) Russell Elman asked Bill Janssen how this issue related to the Central Area. Bill replied that the Central Area Plan contains policies to encourage appropriate infill, as well as different housing types and tenures.
- c) John Nolan concurred with Robert Brough expressing concern that planning standards are being lowered for affordable housing projects.

- d) Maggie Fischbuch raised the following points:
1. the average size of non-profit housing project is 40-100 units although this average is decreasing;
 2. there is a need for caution in the terminology used to describe non-profit housing;
 3. while some standards are lowered for non-profit housing, such as parking, it must be remembered that not all standards are appropriate.
- e) Russell Elman suggested that a small group (Maggie Fischbuch, Robert Brough, John Nolan, and Ronald Faichney) be formed to look at the following:
1. Defining the terminology (e.g. "non-profit", "affordable");
 2. Establishing concerns and perceptions;
 3. Establishing the relationship of this issue to the Central Area Plan;
 4. Establishing the facts around non-profit housing; and,
 5. Defining CAPIC'S role.

Action: Maggie Fischbuch

6. CAPIC'S Role with Neighbourhood Associations

- a) Gloria DeSantis introduced this item and outlined the following concerns:
1. how do the values espoused by constituent organizations relate to CAPIC;
 2. what role should CAPIC take in establishing principles regarding the role and process of neighbourhood associations;
 3. are neighbourhood associations the sole organization on which CAPIC should rely to implement public participation?
- b) Mary Lou Tanner read a letter about this issue from the Stinson Community Association.
- c) John Nolan raised the following points:
1. citizen participation doesn't always lead where you want to go;
 2. creating a balance is necessary when associations are formed.
- d) Jim Drake stated that neighbourhood associations are decision-making from the bottom-up, which he supports.
- e) Maggie Fischbuch stated that broader representation was needed in terms of public participation as relying on neighbourhood associations may not lead to full community representation.
- f) Gil Simmons stated that she felt CAPIC should not get involved in the constitution of its constituent members.
- g) Russell Elman advised that the Durand Neighbourhood Plan Update (1987) contained community participation policies, which he encouraged members to read.

NOTE: It was recognized that there may be other mechanisms to encourage citizen participation than the Neighbourhood Association. Gloria to examine this in the draft citizen participation paper.

7. Minutes of May 8, 1992

It was moved by Gil Simmons and seconded by Ronald Faichney that the minutes be approved.

Carried

8. Sewell Commission

- a) Russell Elman requested that any formal submission to the Sewell Commission, from the City, include CAPIC.

Action: Bill Janssen

9. Member's Reports

- a) Gil Simmons advised that a lot of construction is ongoing in the North End for the waterfront park. She stated that perhaps a sign, detailing the project, could be erected. It was suggested she contact Chris Firth-Eagland in Parks Development.

- b) Russell Elman requested a map, showing facilities in the Central Area, be prepared for a future meeting.

Action: Joe Gravina

10. Adjournment

It was moved by Gil Simmons and seconded by Ronald Faichney that the meeting adjourn.

Carried

MLT:ma/ns/dkp

CAPIC.MIN

*A district in Manchester has acquired the bad habit
of getting rebuilt from scratch*

Another Go At Hulme

by JOE BERRIDGE

Cities, not countries, are the new unit of economic activity. That much must be clear as the economy globalizes. Another trend, less distinct, is that cities are exhibiting more and more of the characteristics of countries, with rich regions and poor regions, international trading links, fractious interest groups, and all the traditionally national tensions — political, economic, social — now expressed at the municipal level. Social welfare, once the unambiguous responsibility of federal or national government in many countries, including Canada, has in a few short years become the major budgetary issue for municipalities. All the talk of competitiveness and retraining seems to have placed responsibility for economic development almost entirely in the hands of local school boards, long the sleepy hollows of our political systems.

The management of cities as autonomous units with

political integrity is becoming a central issue in European politics, with the relative decline of the nation state. Similar trends can be seen in the United States, where after a decade of successive Reaganite budget cuts, cities are emerging with a new, if desperate, responsibility for their own destinies.

How to create a dynamic structure for municipal government, how to forge working alliances between business and the city, how to galvanize the tired bureaucracies of City Hall, how best to train and utilize urban human resources, how to revitalize and re-use blighted areas of city fabric — these are the challenges that every major city in the world faces today.

For the past year our firm has been working in England on the regeneration of a large public housing estate in Manchester known as Hulme. It is being promoted under a new national govern-



ment urban action programme, called City Challenge. While the United Kingdom has a very different political structure, and has experienced urban decay and a collapse of public housing on a scale so far foreign to Canada (though not to the United States), the British response is original, and there is much to learn from it. City Challenge is based less on physical planning (as the old schemes were), than on a co-ordinated economic, educational, and social renewal, and on a radical redefinition of the role of local government. Easy to say, not easy to do.

The Hulme estate is just south of Manchester's city centre. You drive through on the way from the airport. The two hundred acres of council housing was created in the early 'seventies after a massive clearance of a slum district bad enough even in the last century for Engels to notice in "The Condition of the English Working Class." I remember driving through in the late 'sixties, after the clearance but before new construction. Nothing remained in this huge flat area just south of the city centre but the grid of streets, the occasional massive red sandstone school building, Doric and intimidating, and on every corner, the pub. No people, no houses, nothing, just the pubs. A landscape so surreal, so brutal in its cleansing of the cultural slate that it became a staple location for the English working class movies of the times. Albert Finney drove Liza Minelli through in his Rolls in that minor classic, *Charley Bubbles*, showing off his past and

his future.

Hulme's future opened with the requisite architectural awards. Town councillors went to Bath to observe the perfect dimensions of its Regency crescents and brought them home to size up the new palaces for the poor. For those who might not immediately get the point they named them the Nash, the Adam, and so on. Four linked and nested crescents of housing, five storeys high, with unit access off open walkways at every level. To get to these walkways you go up elevators at each end of the crescents. Streets in the sky, over a mile long altogether, and with only one way to get out, at each end.

The end of that beginning did not take long. Cities do not take well to theory. When the contractors had finished assembling the system-built housing they found still on the site a baffling array of reinforcing rods, connector plates, and other unfathomable hardware, left over like parts from a child's model airplane. Damp, rust, and structural failure took over from there. Those streets in the sky became security traps as the elevators endlessly broke down. They quickly filled with trash and dog, then human excreta.

At its peak some fifteen thousand people lived in Hulme. Now it's down to less than five thousand; a population of the most disadvantaged, turnouts from institutions, students and squatters. The Council no longer seriously tries to collect rent. More than half the units have been abandoned. Many were burned



out, leaving smoke scars on the face of the crescents. Gypsies have moved their beat-up horses and vans into the vacuum.

Our firm has worked a lot in New York. We are no strangers to urban decay. But I am more unsettled here than in Harlem or the Williamsburg section of Brooklyn. The monumental, formal eeriness of this place provokes an almost primal terror. As we walk around and take photographs, one of us keeps the car running. Hulme, and its southern neighbour Moss Side, have become renowned in the national press as drug crime centres. There had been two drug-related stabbing murders the weekend before, the suspects lost in the unmappable geography of the estate.

The Hulme estate is one of the most extreme examples of an urban god that failed. Two things are remarkable. First, how quickly in just my half-lifetime this area will be cleared again. Second, and perhaps this was at the root of my disquiet relative to American experience, that the road to Hulme was paved with such good intentions. The new architectural forms, the innovative building systems, were pursued with a hope and enthusiasm entirely lacking in their utilitarian American counterparts.

Like the Berlin Wall, like the other gruesome testaments to the failures of the twentieth century, Hulme has a symbolic importance. I find myself wondering whether part of it should be preserved, as a mandatory place of professional pilgrimage for planners and architects.

When we start our detailed analysis however there is little or nothing that makes sense to maintain apart from a few pockets of good low-rise housing. The crescent and the system-built housing are impossible to repair. All that can be kept are the grid of streets, the sandstone schoolhouses, and the pubs.

English municipalities now operate under strict financial and organizational control from the national government. Their earlier independence was curtailed by Thatcher in response to spending and political excesses by many of them. When he joined the cabinet, Michael Heseltine (Secretary of State for the Environment though reshuffled after the recent British election), tried to replace this adversarial relationship with something more fruitful. Since the purging of Thatcher, the cities, though still mostly Labour, have been much more willing to co-operate.

Heseltine was responsible for introducing Urban Development Corporations in the early 'eighties, and other interventionist initiatives such as City Action Teams which focused government spending on particular problem areas. The UDCs tried to bypass obstructionist local councils by removing derelict areas from their control. They have had a mixed record, and recent market declines have hurt them. There were some impressive successes in getting renewal underway. Still, problems with local control and accountability hampered the UDCs, and their top-down

decision making became as rigid as the communities' bottom-up preferences were inconsequential.

Manchester is one of several Northern English cities that was hit hard by the country's industrial decline. Once the home of the cotton trade, and the country's heavy manufacturing base, the beneficiary of Empire and of Imperial Preference, the fundamental economic restructuring of the past two decades made it a centre, chiefly, of unemployment. Like Glasgow or its neighbour Liverpool, Manchester was brought to its knees. One of the few benefits was that the wonderful stock of older commercial buildings, particularly from the inter-war period, was largely untouched, with no tide of post-'sixties progress to wipe them away. In this, Manchester has much the feel of the once-proud industrial cities of America — Pittsburgh or Buffalo — except the wrecking ball has been kinder.

The new Manchester is now far enough from its industrial past that it can bear some nostalgia. The Cotton Exchange, once among the world's trading floors, is now transformed into a theatre-in-the-round with cappuccino bars under its magnificent high cupola. A group of old industrial buildings have been converted into a Museum of Science and Technology, beside a cleaned-up canal lined with Victorian lamp-posts. It's easy to cavil at the trivialization, the commodification, of its history, but what was Manchester supposed to do? Besides, the nostalgia has not descended to sentimentality. A brusqueness in the Northern manner resists that.

More important, signs of new energy are all around. In the new Europe the real competition is more and more between city-regions, and Manchester is in a productive struggle with Birmingham and Leeds to decide who will be the second city of England and the "capital of the North." European and foreign banks are moving in; the airport — the most convenient I've encountered in Britain — has started a wave of growth that looks suspiciously like an embryonic North American "Edge City." Behind this, the advantage of one of the biggest concentrations of scientific and technical schools in Europe begins to show.

This renaissance has yet to strike the English popular mind. My Southern English friends greet news that I am in Manchester with disdain. The *Penguin Guide to England & Wales* my daughter sweetly gave me for Christmas contains no reference to the country's third largest city, nor for that matter to Birmingham or Leeds, the second and fourth. (The birthplace of the Bard merits six pages.)

Michael Heseltine likes cities — an eccentricity among English Conservative politicians who still tend to affect one foot in the shires. He watched Liverpool decline into a Beirut of contending left-wing factions, and this marked him. Most of his political career has been a search for a system of city government that does not descend to the levelling, anti-business reflexes of the municipal councils.

Manchester, with half the population of Toronto, has ninety-nine councillors, ninety-six of whom are Labour.

Heseltine's City Challenge programme offers a substantial stream of capital monies, guaranteed for several years, from the national government, along with the co-ordinated and targeted spending of such other ministries as Transport and Housing. Little if any of this funding is new money. Rather it represents a way of making much better use of public funding than through conventional allocations.

The City Challenge programme is based on several novel principles of good local government that seem entirely absent in Canada. The first is that monies are not automatically awarded by the national government to any municipality. There are detailed, formal criteria, and cities must compete. This has had a powerful effect on their bureaucratic cultures. Of eighteen cities competing for funds, only ten got them. Those which lost, because of complacency, inertia, lack of imagination, or unrealistic expectations, were subject to intense criticism from the press and everybody.

Public money must be shown to generate significant private investment, in the proportion of at least five-to-one. This has prevented cities from spending on leisure centres, civic buildings, or site assembly.

Applicants must focus not only on physical renewal, but on projects such as raising standards in local schools, providing job skills, and ensuring community safety, thus crossing all the standard bureaucratic boundaries. Government intervention is thus by area, not by department, with an emphasis on people as well as physical replanning.

Targets, benchmarks, schedules and other specific measures of success and accountability are defined for all areas of the proposed action plan. Costs and private investment levels must be carefully justified. Again, the intention is both practical and political. Little room is left for the nebulous generalizations that characterize most urban planning policy; and the political process is clarified for both elected officials and voters. Speed becomes crucial.

Finally, City Challenge assumes (and most municipalities agree) that local government by itself is unable to implement projects effectively. British city councils have for some time been prohibited from directly developing any housing because they were so bad at it. City Challenge requires a broad corporate structure involving the city and the private sector, community groups, housing associations and others. This new company receives a mandate from an Implementation Agreement struck between the different levels of government.

Like all such areas, Hulme has been studied to death. We review the endless analyses of failing housing condition and social pathology. Both the City and our private developer client had, however, come to the critical realization that nothing was to be gained from planning the past. While consultants and politicians had been agonizing, the whole structure of Manchester had been changing. The city

centre, a bare quarter of a mile away but separated by an urban motorway, railway viaducts, and a canal, was coming to life. New office buildings and the renovated canal district of Castlefield were just to the north, and the attractive parkway entrance to the city from the airport (running right through Hulme) was stimulating investment. Immediately to the east is the largest concentration of post-secondary institutions outside of London. All this energy had to be used to break Hulme out from its physical and social isolation.

Large-scale master planning has tended to remove the subject area from the inexorable processes of urban growth and change. Along with creating physical and transit links, our plan had to fracture the size and control of this huge parcel of land to a scale in which ordinary, organic urban activities would occur incrementally, not catastrophically. Small blocks, diverse uses, variety of employment and living opportunities — if it all sounds suspiciously like Jane Jacobs, so be it.

The hardest part of the plan was dealing with the social and community structure for this revitalized district. A large concentration of poor municipal tenants is no community; it has no depth, and no resilience to the forces of physical decay and social decline. Luckily, within Hulme some few isolated pockets of good housing still exist; houses with front doors and back gardens, and low-rise apartments built either before or after the terrible experiments with crescents and system building. The brave souls who still live here form the core of disparate residents' associations, like so many beleaguered Balkan states.

As so many council tenants had already voted with their feet, the number to be rehoused after demolition had been reduced to something manageable. It would be possible to dilute and vary the preponderant dependency. If we were going to avoid the social mistakes of the past, we would have to offer a physical environment in which people might choose to buy houses and flats as well as rent from a variety of housing and social organizations. Most important, the scale of each block of housing control had to be kept small, so that no one owner or manager could drag the entire district down if it failed. Such variety has also a reverse effect. Competition over management acts to their mutual benefit. The presence of home owners (always a hard ideological battle) was, we felt, essential to permit social dynamism. Members of the community who become better off must be able to stay in their neighbourhood, to provide the income and mix to maintain good schools and social services.

While the revitalization of Hulme depends on money and political will, on galvanizing lethargic political, social service, educational, and administrative institutions that can create a better life for its residents, everybody still wants to see a plan. Models, drawings, and slides have an enormous power to persuade and inspire, and to convey ideas about community. Optimism must be expressed in graphic line and colour.

We produced the basic physical plan for the new Hulme in the traditional chaos of concentrated work

in a few short months. If experience with Hulme teaches you anything it is how meaningless, even dangerous, it is to apply a single concept to a large area that many agents will develop over more than a decade.

There is self-doubt. Is anyone really qualified to plan such an area? Have we just replaced the bold zeal of modernism with a cloyingly cuddly, sentimental urban village as quaint and untrue as Castlefield? I feel like telling the client to show the model then throw it away.

Our presentation to Heseltine takes place in the Midland Hotel, a wonderful, vast terra cotta Victorian railway pile, designed by an architect who never got tired, who couldn't sleep until he'd added another gargoyle, another turret, more griffon; the sort of building that inspired nothing but loathing in the next generation for its self-indulgence and impracticality, and which now inspires nothing but affection. In this hotel, Marks met Spencer, Rolls met Royce, and Engels met Marx. Now Swedish tennis players and Polish football teams mill in the lobby. Behind me in the lounge, a Pakistani businessman with a thick Mancunian accent explains the Wars of the Roses to his polite but bemused American guests.

Heseltine enters the conference room, the first early morning stop in a ten-meeting day. When he enters a room the room has been entered. He is a prince of politics, and bears himself so: with his long, swept, golden hair a noble York, proud Exeter, or sweet Richmond. As he is introduced to the room he does not smile, nor nod acknowledgement. He merely looks at each person in turn, for a held moment. In North America it would be taken for a look of studied rudeness, a breach of the universal convention of niceness. What a pleasure to be in Europe, where being liked is not a primary goal.

As I get up to speak a bulb blows in one of the slide projectors. I don't know what to do. Heseltine is motionless. I crawl under the table pushing at plugs. Moments pass. Then the rotund junior minister Robert Key leans forward, "I think my daughter has one of these," flicks a switch on the back of the projector. Auxiliary bulb. For ten minutes, I mumble incoherently like a man saved from drowning. And with a sweep, Heseltine is off to another city.

Seeing him off is Graham Stringer, the leader of the Labour Party on Manchester City Council. Now in his mid-forties, he has lead for ten years; a tall, lean, strong-boned veteran of the hard left wars that were fought in all these northern towns. Stringer is that rarity in politics, a man of few words. During the presentation I can't read him — that etched face, really a

Methodist's face, strong, calm, and judgemental. God knows there are judgements enough to make in Manchester. Grudgingly he says, "I'm not normally optimistic," and leaves. I guess that meant he liked it.

It has been clearly the Conservative government's intention to extend the City Challenge idea to all areas of public service that cannot be privatized. It is remarkable how far privatization has gone in local government, with functions like garbage, water supply, electricity, cheap housing, transit, surveying, and recreation centres all now largely provided by private companies. The powers of boards of education are being radically reduced, and per capita student grants put under the direct control of school governors. Major municipal professional services, such as planning and law, are being offered to staff for management buyouts. To someone inured to the leaden municipal and provincial bureaucracies of Ontario, what's happening seems as revolutionary as the break-up of the Soviet Union.

This philosophy of local government regards the citizen as a consumer of public services who ought to have the same rights and choice as any consumer of private goods and services. To this end, a Citizens' Charter has been declared by John Major, with such features as a municipal audit bureau to publish comparative city rankings of cost per head for major services, along with measures of quality. The British have gotten enthusiastic about these rankings. The newspapers are full of tables on the performance of secondary schools, utility companies, and the like.

At the heart of this redefinition of local government is a paradox. The invigoration of bureaucratic culture, the primacy of public investment over public consumption, the introduction of consumer democracy, have all had to be forced on municipalities from above. That no such energy exists at senior levels in Canada gives one pause.

I should like to affix a postscript to Ontarians in particular. Our province's post-war boom has allowed us to evade the issue of municipal inertia. To our credit we have also largely avoided monstrous acts of municipal commission such as Hulme. The economic boom is now over and will remain over for some time. Whether we will suffer the same extreme decline as England's northern cities or the United States rust belt remains to be seen. What we do know however is that the future will not be like the past, that large areas of our cities will be going into decay, and that our current municipal culture is not capable of dealing with it. 🐼

JOE BERRIDGE is with Berridge Lewinberg Greenberg, architects and city planners in Toronto.





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1992

PLAN IMPLEMENTATION COMMITTEE

a Subcommittee of the Planning and Development Committee

c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA*

DATE: November 13, 1992

TIME: 9:15 a.m. - Refreshments
9:30 a.m. (sharp) - Meeting

PLACE: Room 233, City Hall

AGENDA

1. Chairperson's Remarks
2. Minutes of Meeting held October 9, 1992
3. Public Participation Paper
4. Non-Profit Housing Sub-Committee - update
5. CAPIC Membership - Representation by Citizen Members
6. Urban Design Committee Update - Gil Simmons
7. Member's Reports
8. Adjournment

Coordinator

Mary Lou Tanner 546-4148

* Please call if you are unable to attend.

Nov. 13/92

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 233

Friday, October 9, 1992

MEMBERS ATTENDING

Russell Elman - Chairperson	Durand Neighbourhood Association
Gil Simmons - Vice Chairperson	North End Neighbourhoods
Alderman McCulloch	Alderman Ward 2
Art Lomax	Hamilton Automobile Club
Ronald Faichney	Senior Citizens Council - City of Hamilton
Kay Nolan	Hamilton Wentworth Roman Catholic Separate School Board
Greg Gouthreau	Downtown BIA
Gerry Kennedy	Metropolitan Hamilton Real Estate Board

REGRETS

Bruce Rankin	Hamilton Society of Architects
Carol Mason	Hamilton Board of Education
Maggie Fischbuch	Citizen Member
Robert Brough	LACAC
Jim Drake	Beasley Neighbourhood
John Eyles	McMaster University
Gloria DeSantis	Social Planning and Research Council
Mary Pocius	International Village BIA
John Nolan	Past Vice-Chairperson

STAFF AND OTHERS

Bill Janssen	Local Planning
Mary Lou Tanner (Co-ordinator)	Local Planning
Joe Gravina (Secretary)	Local Planning
Vladimir Matus	Local Planning
John Sakala	Local Planning
Peter Hill	Urban Design Committee
Fred Muylaert	Urban Design Committee
Roland Karl	Traffic Department

1. Chairperson's Remarks

Russell Elman called the meeting to order and welcomed those present. He proposed to the Committee that CAPIC change its starting time to 9:30 a.m.. Gil Simmons concurred, suggesting that the agenda indicate refreshments at 9:15 a.m. and a 9:30 a.m. (sharp) start.

Carried

Russell Elman suggested that a letter be sent to David Christopherson, Past Chairperson of CAPIC, congratulating him on his appointment to Cabinet.

Carried

Action Taken: The letter was sent on October 9, 1992.

2. Member's Reports

a) Non-Profit Housing Committee Update

Bill Janssen advised that he is trying to set up a Committee meeting, however, it is his understanding that Maggie Fischbuch will be resigning from CAPIC. Bill will be in contact with Committee members about the meeting.

b) Public Participation

Mary Lou Tanner advised the Committee the paper is in its final editing stages and will be presented to CAPIC at its November meeting.

c) Common Issues

Representatives from CAPIC, LACAC and Urban Design met to discuss issues which they are each reviewing.

Russell Elman suggested that this Sub-Committee meet when necessary.

3. Minutes

Item 8(d) was amended to read:

"Gil Simmons inquired whether there was any discussion regarding a Football Stadium on the Waterfront; however, no decision has been made regarding a specific location."

Gil Simmons moved and Ronald Faichney seconded that the minutes be adopted as amended.

Carried

4. Members' Reports

- a) Ronald Faichney reported that there seemed to be a lack of restaurants in Hamilton which are accessible to persons with physical disabilities as indicated in the Greater Hamilton Dining Guide.

It was suggested by Vladimir Matus that this matter be referred to the Physically Disabled Committee.

Action Taken:

A letter was sent on October 20, 1992.

Ronald Faichney noted there are continuing problems with the number of waiting lists and suggested the need for a Non-Profit Housing Registry. He further noted that there are problems with Kiwanis Housing in that renovations are increasing rents to the point where seniors cannot afford their rent.

4. There being no further reports the meeting was adjourned until 10:00 a.m.

10:00 a.m.

CAPIC/URBAN DESIGN

5. Russell Elman called the meeting to order welcoming the Urban Design Committee member and asked Gil Simmons to introduce Fred Muylaert, Vice-Chairman of the Urban Design Committee.
6. Gil updated the Committee on the Urban Design Committee's work on the GO Centre. Gil presented copies of the draft report from the Urban Design Committee on the Hamilton GO Centre to CAPIC.
7. Gil outlined the content of the report of the Advisory Committee on GO Transit. In response to a question regarding traffic in the area of the GO Centre, Roland Karl provide the Committee with the following information:
 - a) The Traffic Department needs to know what the potential uses are before traffic studies can be undertaken.
 - b) Pedestrian access at the front of the GO Centre is not suitable and the traffic department is looking at alternatives.
 - c) Engineering problems have been identified with respect to the bus entrance and exit as well as the turning radii.
8. Russell Elman recognized Peter Hill, Chair of the Urban Design Committee.
9. The Committee members reviewed the draft report and clarified the wording. It was moved by Gil Simmons and seconded by Ronald Faichney that the report, as amended, be received.

Carried
10. Russell Elman proposed that CAPIC prepare a report to the Planning and Development Committee recommending the following:
 - a) that GO Transit undertake a full public participation process for the Victoria Avenue layover yard.
 - b) that the Advisory Committee remain at the call of the Chair.
 - c) that the Centre be named the GO Hamilton Transportation Centre.

- d) co-ordination of a study of land use in the area of the GO Centre with appropriate staffing to examine:
- i) planning policy;
 - ii) urban design;
 - iii) land use;
 - iv) traffic; and,
 - v) the issues as identified by the Advisory Committee.
- e) Bus Terminal Recommendations
- i) enclosed passenger waiting area on the bus platform;
 - ii) taxis - provisions at rear of building (on Haymarket Street) for bus passengers;
 - iii) concern with respect to passengers crossing the bus lanes on the bus platform;
 - iv) safety and security:
 - benches;
 - light in stairways and waiting areas;
 - emergency phones;
 - retail (e.g. newspaper kiosk, cafeteria) with operating hours coinciding with passenger movements.
 - v) signage;
 - vi) large maps to orient passengers;
 - vii) information on links to other transit.

11. Gerry Kennedy moved that a report with the proposed recommendations be forwarded to the Planning and Development Committee. Seconded by Gil Simmons.

Carried

12. There being no further business, the meeting was adjourned.

* PLEASE BE PREPARED TO PROVIDE COMMENTS
& FEEDBACK *

DRAFT - November 1992

PUBLIC PARTICIPATION IN THE CENTRAL AREA

DISCUSSION PAPER

Implementation Strategies for the Public Participation Policies
Outlined in the Central Area Plan

Prepared by the Central Area Plan Implementation Committee (CAPIC)

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Appendix A

1.0 INTRODUCTION

In adopting the Central Area Plan, September 1988, CITY COUNCIL acknowledged, and mandated, "public participation" as a basic thrust of the Plan. In the language of the Plan, it is an "essential component":

"Strong public participation will be an essential component in implementing the policies in the Plan. Public participation is the ongoing involvement of residents and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings. Public participation is recognized as citizens' rights and is an important part of the planning process."

The implementation of this plan should provide for the following public participation principles and be in accordance with the provisions of Section D.9:

- (i) information will be disseminated to the public in a clear, concise manner designed to achieve a broad understanding of the policies and programs and their impacts;*
- (ii) the City will actively seek opinions, attitudes and advice of individuals, community and special interest groups regarding policies, programs and studies, as well as contemplated or impending changes to existing policies and programs; and,*
- (iii) reporting mechanisms will be in place which will provide Council with complete and unbiased results of this consultation."*

Recognizing the importance of public participation in the planning process, CAPIC is committed to enhancing public input. This paper outlines strategies for improving public participation.

The purpose of this paper is to explain what is public participation and what it could be in local planning based on the variety of experiences of CAPIC members. The City uses the neighbourhood as the planning unit, thus we are also using the concept of neighbourhoods, but with an understanding that there are a variety of publics in a neighbourhood, and they need to be accessed via community groups, and not solely neighbourhood associations. CAPIC believes that public participation can be a very positive and empowering experience for community people, but it can also be disempowering and tokenism. Thus, CAPIC is most interested in describing public participation, including key ingredients for healthy public participation, in order to encourage community people to take a more active role in the evolution of their communities. CAPIC hopes the City of Hamilton will revise its public participation strategies based on some of the ideas presented in this paper.

2.0 KEY CONCEPTS

Some key terms require explanation at the outset.

Urban planning refers to the planning involved over a broad range of topics including transportation, recreation, economic development, education system, urban architecture, etc.

Community interests refers to the myriad of ideas and values reflected by individuals as well as groups in an area of the City.

Staff refers to all City and Regional staff, not just Planning Department staff. Therefore engineers, economists, public health nurses, etc. are included in this definition for the purpose of this Paper.

Public participation is the ongoing involvement of residents, agency people, and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings.

Neighbourhood is a spatial unit most often defined by Planning Departments as a certain number of City blocks, corresponding population, and population density. Nonetheless, neighbourhood people often define their neighbourhood without regard to planners' imposed boundaries, but instead, on their daily experiences, familiarity and comfort level with the urban streetscape. Neighbourhood to them might be one block or the 10 blocks which line a certain street on the way to a grocery store. The geographic neighbourhood, the spatial unit defined by Planning Departments, is the basis for land use planning in the City of Hamilton.

Despite the fact CAPIC has attempted to be broad in its definitions, and its descriptions of public participation, it is an advisory committee to the Planning and Development Committee on a variety of land use issues in the Central Area. As well, it is staffed by the Planning Department. CAPIC also advises the Planning and Development Committee on a variety of land use issues. As a result, many of the examples are land use oriented and there is much reference to public participation as required by the Planning Act.

3.0 CONTEXT OF PUBLIC PARTICIPATION FOR CAPIC

Public participation in all of its various forms is on the public agenda. In its National Report, the Spicer Royal Commission calls for more consultative and consensus-building processes in the national decision-making arena. They believe we cannot shape solutions to our problems or make creative use of our national opportunities without extensive public participation.

At the provincial level, Ontario has created a variety of participatory forums to help with policy planning and determining strategic directions. Some of these are short-term processes, where members of several informed publics sit on advisory bodies (e.g., the Premier's Council on Health Strategy). Others are longer term and include representative and participatory bodies which have an ongoing role in policy development (e.g. Technology, Training and Education bodies).

At the Regional and City levels, there is currently a mandated process of public participation in land use planning which generally comes in the form of a public meeting. For example, public meetings regarding zone changes are mandated by the Planning Act. People are notified and invited to speak for or against a zoning change. Information received by elected persons during this public meeting is intended to assist them in their decision-making. This mandated form of public participation seeks responses from people and provides an important gauge of public opinion.

At the City level, there are two distinct types of public process used: those required by the Planning Act and those that the City of Hamilton undertakes over and above the Planning Act requirements (Appendix A describes these processes in diagram form). Other City Departments also have public participation, but they are not described here.

3.1 City Planning Processes Required by the Planning Act

- i) Official Plan Amendments - require a public meeting of Council to consider the amendment. Notification is given to landowners within 400 feet of the subject property. In the case of policy (text) amendments, notification is placed in the Hamilton Spectator.
- ii) Zoning - municipalities are required to have a public meeting to consider a By-law that changes the zoning for a property or group of properties. However, the By-laws are often technical in nature and may not answer questions arising from members of the public. In Hamilton, proposed changes in zoning are heard at Public Meetings of the Planning and Development Committee. Five days before the Public Meeting, a report from the Planning Department is available for all participants (Committee

members, the public, the proponent). The staff report contains the draft text of the By-law as well as a discussion of the material aspects of the proposal (i.e. what type of development, its size, intended use of the property, number of parking spaces, etc.), a review of the relevant planning policies, and an evaluation of the merits of the proposal.

The Planning Department also seeks to inform the public at the earlier stages of the development application. All applications for a change in zoning require a sign of public notice to be placed on the property, containing information on the material aspects of the application. The sign is 4' x 8' and must remain posted on the property until Council makes a decision about the application. For Public Meetings, all residents living within 400 feet of the subject property receive a notice in the mail detailing the proposal as well as the date and time of the meeting. The notice also includes instructions on how persons may submit comments - orally, in writing, or both. It should be noted that the sign of public notice is not required by the Planning Act; however, the notification by mail is.

- iii) Site Plan - no public meeting is required.
- iv) Committee of Adjustment - a public hearing is required with circulation of notices to landowners within 200 feet.

3.2 Other Public Planning Processes

Generally two processes are followed. The first involves the formation of a representative citizens committee to deal with an issue (such as a neighbourhood plan) in a developed area or a modified neighbourhood plan review - examples are Carter Square Redevelopment Project and Kirkendall Neighbourhood Plan. In this process, the citizens committee prepares the proposed plan for their neighbourhood. Staff from the Planning and Development Department act as resources to the Committee and do background research on the Committee's behalf. Once the vision is completed, it is circulated to agencies for comment (these agencies would include other City and Regional Departments as well as any other affected groups such as the Conservation Authority or one of the Railway Corporations). The proposed plan is presented to the public via one or more open houses and public meetings. The proposed plan may be revised based on the comments received from the public and agencies. Once finalized, the proposed plan is submitted to the Planning and Development Committee along with a report from the Planning and Development Department regarding the proposed plan.

In the second process, the Planning Department undertakes the background research on a specific issue or project. The form of the research may include statistical information, information on policies of other municipalities addressing a similar issue, an

analysis of the existing issues, and any other necessary information. Based on the research, options to address the issue or issues are identified. The background research and the options are presented to the public through one or more open houses and public meetings. At that time, the Planning Department records oral submissions and also invites written submissions from the public. Generally two to three weeks are given for the public to make their written submissions. Once all submissions are received, each is analysed in context of the study and included in the decision as to which option is recommended to the Planning and Development Committee. All citizens attending the open houses and public meetings are informed of the date of the Committee meeting where the decision regarding the study will be made. This process is used in undeveloped neighbourhoods, policy studies, and text amendments to the Zoning By-law. There are two schematic flow charts describing these processes and these are contained in Appendix "A".

The Planning Department often uses the above two processes to facilitate the preparation of amendments (Official Plan and Zoning). In addition, the information gathered in the above processes may indicate the need for further amendments; for example, the Neighbourhood Plan can necessitate amendments to the Official Plan - this occurred in both the Beach Neighbourhood Plan and Sheldon/Mewburn Neighbourhood Plan. We find that these types of amendments are both enhanced and facilitated by the process used over and above the requirements of the Planning Act.

At the Regional level, there are also examples of public participation which go beyond those mandated by the Planning Act. These include the Regional Task Forces on Sustainable Development and Affordable Housing, and the Remedial Action Plan for Hamilton Harbour.

4.0 WAYS OF MAKING PUBLIC PARTICIPATION MORE EFFECTIVE

There are many ways to involve the many publics which comprise the City of Hamilton in local policy and decision-making. The following list highlights some of these ways.

4.1 Degree of Recognition of Several Publics for Participation

- * All community interests must be included in the process to properly plan for an area. The City must undertake efforts to identify all community interests, and develop strategies to bring all these community interests into the process. Community interests include the home owners, tenants, residents of residential care facilities, social service agencies, the public as a whole, businesses, land-owners, land developers, special interest groups, and government agencies.
- * A variety of publics should be sought out for a process; thus, time must be built into the activities to allow for quality participation.
- * In order to involve all community interests, a number of issues have to be addressed. The effective distribution of information is essential, as are the location and timing of meetings, the methods of advertising for the meetings, the structure of the meetings (i.e. the atmosphere), etc.
- * Encourage communication between various community interests.
- * Neighbourhoods are typically defined geographically and in some instances people within those geographical boundaries do not relate to each other because of different values and perspectives. This should not be a surprise given the variety of publics which comprise neighbourhoods in the urban core. Every group has a legitimate and no less important perspective in planning initiatives. A few examples of the variety of publics help make this point.
 - * Block Parents who offer a safe place for children who may be in danger on the street.
 - * People who live in residential care facilities.
 - * Neighbours who participate in Neighbourhood Watch and watch each others' home for intruders, etc.
 - * People who spend time together because they share similar cultural and/or racial backgrounds.

- * Church groups which are composed of people who live near the church and meet regularly.
- * Groups of people who interact regularly because of similar political party support.
- * People who rent their homes and may come together around a property owner issue.
- * Groups of people who, because they are the same age, spend time sharing similar interests.
- * Business proprietors groups who work together to promote their establishments.

The challenge for those promoting public participation is how do we ensure no one group dominates the public planning agenda and that balanced input and participation happens across all groups. The larger public participation challenge is if certain groups per se, do not exist because these individuals do not have the time or resources to organize themselves into a group.

4.2 Degree of Recognition of Varying Mechanisms to Solicit Participation

- * There are many different public participation mechanisms. These range from public meetings, open houses and community surveys which are owned and organized by the municipality through to community-based steering committees and joint planning strategies which are owned and coordinated by a variety of people including community people, agency staff, business proprietors and municipal staff. For example, timely neighbourhood plan reviews in local Planning Departments often provide a means to facilitate community development.

4.3 Degree of Control of the Process by the Publics

- * The two-way flow of information has been identified as an important aspect of public participation. Full availability of information can start to address the power imbalance between those in power, the planners, and the various publics. The quality and type of information is also important; jargon and excessive volume hinder effective contributions by the public. Opportunities for incorporating enhanced communication between the City (i.e., staff and politicians) and all affected people must be explored.

4.4 Ownership of the Process by the Several Publics Vs. Ownership by the Bureaucracy, Developers or Elected Officials

- * There are a myriad of 'techniques' that can be used to actively elicit effective participation from the public. The City must develop expertise, a bag of tricks, in methods of community development and 'community communication'. In order for such encouragement to be successful, we recommend that staff with community development expertise be assigned to support community organizations. In particular, we recommend that an experimental program of storefront community centres be established in selected Central Area neighbourhoods, through which community information and community participation programs could be designed and operated with the leadership of a team of community representatives and (City) support staff.

4.5 Timing of the Requests for Public Participation

- * The publics not only need information in order to make appropriate decisions, but need to be informed of planning activities at the beginning of these processes so that they can effectively participate in these processes. Information should be circulated with ample time for people to read it and prepare for a meeting. Requesting and encouraging public input on planning issues before reports are drafted is an essential criterion.

4.6 Direction of the Flows of Information, Opinions, etc.

- * Community consultation must never be "tokenism", with the findings preset in advance. Nor should they be merely a forum for receiving "opinions". They must be opportunities for actual planning, with output (e.g., written reports, neighbourhood plans, etc.) varying according to the ideas and suggestions expressed by its participants. They must include the appropriate compromises and trade-offs made by all community interests.
- * Allowing the variety of publics to determine what their issues are is critical.
- * Enhancing interdepartmental communication is also important. The ideal of 'effective' public participation requires an opening up of planning processes within all city departments, not just the Planning Department. This will require the various departments to link more effectively to each other, and also to community groups, businesses, individuals and agencies. Thus, a coordinating mechanism needs to be established by the City, to ensure that all departments are aware of and can contribute to future policy initiatives and changes from their initial stages onward.

For example, if the City were to be developing the terms of Reference for a transportation study, a study which will have fundamental impacts on the entire community, and most especially on the Central Area, a number of City and likely Regional departments would have to work together to address this in a holistic, integrated fashion, and to present a clear, concise picture of possible opportunities and requirements for public participation.

4.7 The Quality of Information Circulated to the Public(s)

- * Some neighbourhoods involved in a land use planning process may contain high numbers of residents who may not speak English very well. Efforts should be made to translate information about public meetings, advisory committee recruitment, etc. so that people can make informed choices about their potential role.

4.8 Degree of Enabling People to Help Themselves

- * Reviewing current planning procedures to enhance existing public participation procedures. There is a need to articulate a philosophy regarding enabling people to help themselves.

4.9 Degree of Facilitating City Council in its Decision-Making

- * Public input in the planning process does not necessarily delay the process. In fact, if it is properly provided for, it can streamline the process, as it provides an opportunity for mediation. All issues and positions are presented to Council to enable decision-making with full disclosure of the parties and their positions.

5.0 RECOMMENDATIONS FOR CAPIC AND CITY COUNCIL

5.1 CAPIC

1. CAPIC will annually review its membership and evaluate whether adequate representation is made from all sectors in the Central Area. It will outline who are those community interests.
2. In order to encourage the formation and integration of community groups in the process, CAPIC will commit itself to disseminating information. CAPIC will therefore:
 - i) identify common meeting places in the Central Area and its neighbourhoods where meeting information and information about planning issues can be disseminated, i.e. the libraries;
 - ii) identify organizations in the Central Area and its neighbourhoods which can disseminate information about planning issues (i.e. churches, schools, Community Information Service);
 - iii) ensure that information on community issues, resources and concerns is accessible and understandable at the community level; issues such as language, medium of advertising, disabilities (i.e. hearing and vision impairment), literacy, etc. must all be addressed.

5.2 City Council

CAPIC requests Council to undertake the following actions:

1. Council should support the preparation and timely review of all neighbourhood plans in the Central Area through the following process:
 - i) obtain community needs and priorities for neighbourhood planning in the Central Area through a variety of mechanisms, including surveys and community development strategies.
 - ii) request Staff to review the neighbourhood planning process in the following areas:
 - standardizing background data collection and reports;

- developing strategies for encouraging the involvement of community groups;
 - working with McMaster University and Mohawk College to obtain assistance in background and neighbourhood plan development;
 - better link local and Provincial funding to address community development concerns through PRIDE programs and community planning branch grants;
- iii) undertake ongoing work with community groups regularly (i.e., 5 years) to review and reassess Neighbourhood Plans and to undertake changes on a regular basis thereby avoiding large scale Neighbourhood Plan Review Hearings; and
- iv) address re-development pressures through modified neighbourhood plan amendments which focus on smaller areas and can be undertaken in shorter time frames.
2. Council will direct municipal staff to undertake, in partnership with a community advisory committee, a study of current planning practices and procedures with the aim of improving the quality of public participation.
 3. Council will support community groups through the provision of available staff resources. The function of these staff resources will be to assist community people.
 4. The quality and type of information is also important; jargon and excessive volume hinder effective contributions by the public. Opportunities for incorporating enhanced communication between the City (i.e., staff and politicians) and all affected people must be explored.
 5. The City must develop expertise, a bag of tricks, in methods of community development and 'community communication'. In order for such encouragement to be successful, we recommend that staff with community development expertise be assigned to support community organizations.
 6. An experimental program of storefront community centres be established in selected Central Area neighbourhoods, through which community information and community participation programs could be designed and operated with the leadership of a team of community representatives and (City) support staff.

APPENDIX A

NEIGHBOURHOOD PLANNING PROCESS IN UNDEVELOPED NEIGHBOURHOODS

DATA COLLECTION

INHOUSE DATA COLLECTION

- statistics, site surveys, policies
- preparation of background report
- comments from City and Regional Departments and other agencies

PLAN PREPARATION

DRAFT NEIGHBOURHOOD PLAN

- identification of problems with technical departments
- development of goals and objectives
- formulation of alternative plans
- development of proposals and policies
- selection of preferred alternatives
- circulated to City and Regional Departments

PUBLIC MEETING APPROVAL

PLANNING AND DEVELOPMENT COMMITTEE

- authorizes public meeting on neighbourhood plan

PUBLIC MEETING

PUBLIC MEETING

- plan presented to all neighbourhood citizens
- written submissions invited from the public

STAFF REVIEW

STAFF REPORT

- final report on plan
- comments on written submissions

PLANNING COMMITTEE REVIEW

PLANNING AND DEVELOPMENT COMMITTEE

- final report presented
- plan approved

COUNCIL ADOPTION

COUNCIL

- adoption of plan

IMPLEMENTATION

IMPLEMENTATION

- official plan
- zoning
- site plan control
- public and private expenditures
- budget

NEIGHBOURHOOD PLANNING PROCESS IN DEVELOPED NEIGHBOURHOODS

DATA COLLECTION

DATA COLLECTION

- statistics, site surveys, policies
- collection of background information
- comments from technical

PLAN PREPARATION

CITIZENS' COMMITTEE MEETINGS

- orientation and discussion
- presentation of background materials
- identification of problems with technical departments
- development of goals and objectives
- submission of briefs by members
- formulation of alternative plans

FEEDBACK FROM DEPARTMENTS

DRAFT NEIGHBOURHOOD PLAN

- circulation to technical departments for

PUBLIC MEETING APPROVAL

PLANNING AND DEVELOPMENT COMMITTEE

- authorization of public meeting on the proposed

PUBLIC MEETING

PLANNING AND DEVELOPMENT COMMITTEE

- plan presented to all neighbourhood citizens and owners

STAFF REVIEW

STAFF REPORT

- revisions to plan, and final report presentation
- comments on written

PLANNING COMMITTEE REVIEW

PLANNING AND DEVELOPMENT COMMITTEE

- final plan and report presented
- plan approved

COUNCIL ADOPTION

COUNCIL

- adoption of plan

IMPLEMENTATION

IMPLEMENTATION

- official plan
- zoning
- site plan control
- administrative procedures
- budget
- public and private

5

MLT

Subjoined is a true copy of Section 26 of the Eighteenth Report for 1992 of the Finance and Administrative Committee which was adopted by Hamilton City Council at its meeting held Tuesday, 1992 September 29th:

26. (a) That a brochure be designed for circulation to members of the public interested in applying to City Committees, Local Boards and Commissions;
- (b) That the City Clerk's Department be directed to advertise in various media, including ethnic media, a list of which will be provided by the Advisory Committee on Equitable Representation on Committees/Boards/Commissions;
- (c) That all Committees/Boards/Commissions be advised of vacancies when they arise;
- (d) That ethno-cultural communities, organizations representing the disabled, the Native Indian Centre, women's groups, and all other organizations or individuals upon request, be notified of vacancies on Committees/Boards/Commissions;
- (e) That the City Clerk's Department be encouraged to participate in free media advertising available including the cable network (particularly on ethnic programs) and ethnic radio broadcasts to encourage people to apply;
- (f) That all notices of meetings be circulated to the media.
- (g) That all Committees/Boards/Commissions be encouraged to hold some meetings in various facilities outside of City Hall and invite persons of those neighbourhoods to attend;
- (h) That members who miss three consecutive meetings without committee approval be subject to replacement on that committee;
- (i) That membership to all Committees/Boards/Commissions be staggered with 1/3 of its membership's terms of office expiring each year unless the terms of office are established by provincial or federal legislation;
- (j) That membership on Committees/Boards/Commissions be limited to two (2) consecutive Committee/Boards/Commission terms unless the terms of office are established by provincial or federal legislation;
- (k) That the Tracking Form and Application Form, attached hereto and marked Appendix "D", be adopted for use by members of the public interested in applying to Committees/Boards/Commissions;

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 - (j) That membership on Committees/Boards/Commissions be limited to two (2) consecutive Committee/Boards/Commission terms unless the terms of office are established by provincial or federal legislation;
 - (k) That the Tracking Form and Application Form, attached hereto and marked Appendix "D", be adopted for use by members of the public interested in applying to Committees/Boards/Commissions;

(l) That the following process for applying, interviewing and selecting applicants to Committees/Boards/Commissions be adopted:

- (i) An Application Form and Tracking Form may be obtained from the City Clerk's Department and the completed form(s) returned to the City Clerk's Department;
- (ii) Applicants must attend a mandatory Orientation Session, the purpose of which will be to describe the work of the various Committees/Boards/Commissions. The Committees/Boards/Commissions will be required to:
 - (1.) provide written material outlining the scope of their Committee/Board/Commission, the time commitment required and the qualifications necessary;
 - (2.) arrange for a representative of that Committee/Board/Commission to attend the Orientation Session to answer any questions applicants may have;

Applicants will be offered a choice of at least three (3) dates for the Orientation Session from which they must select one;

All applicants will be required to attend unless they are applying for renewal of their present appointment. Applicants who do not attend one of the offered Sessions will not be considered for appointment.

The sessions will be co-ordinated by the City Clerk's Department, the Human Resources Centre and the Selection Committee;

- (iii) A Selection Committee will be struck by City Council, the mandate of which will be to:
 - (1.) co-ordinate with assistance from the City Clerk's Department the Orientation Sessions;
 - (2.) review applications to the Committees/Boards/Commissions;
 - (3.) interview candidates;
 - (4.) make recommendations for selection to the Standing Committee of City Council to which the Committee/Board/Commission reports.

The Selection Committee will consist of:

- (5.) a minimum of three (3) and a maximum of five (5) members of City Council
- (6.) one member of the Advisory Committee on Equitable Representation on Committees/Boards/Commissions to serve as a non-voting resource person
- (7.) one member of the Committee/Board/Commission to which the vacancy applies to serve as a non-voting resource person

Members of the Selection Committee will be rotated every twelve (12) months. A schedule will be established for members of City Council, the Advisory Committee on Equitable Representation on Committees/Boards/Commissions, and the applicable Committee/Board/Commission.

- (iv) The interviews:

The allotted time for each interview will be approximately ten minutes.

All candidates who attend the Orientation Session will be interviewed.

An established set of interview questions will be developed by the Selection Committee and will be asked of all candidates.

All candidates will be notified in writing once the selection has been approved by City Council.

- (m) That an Equitable Representation Survey be conducted by the Human Resources Centre every three years and that the first Survey be carried out in 1992;
- (n) That this process commence with those applicants being appointed for terms commencing at the end of 1992.

Subjoined is a true copy of Section 12 of the NINETEENTH Report for 1992 of the Finance and Administration Committee which was adopted by Hamilton City Council at its meeting held Tuesday, 1992 September 29:

- 12. "That a limit of two (2) applications be allowed for persons applying for appointments to Committees/Boards/Commissions."

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1992

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING AND AGENDA*

DATE: December 11, 1992

TIME: 9:15 a.m. - Refreshments
9:30 a.m. (sharp) - Meeting

PLACE: Room 233, City Hall

AGENDA

1. Chairperson's Remarks
2. Minutes of Meeting held November 13, 1992
3. Public Participation Paper
4. Pathways Committee - Hoda Kayal
5. CAPIC Membership - Representation by Citizen Members
6. Member's Reports
7. Adjournment

URBAN MUNICIPAL

OCT 10 1992
GOV. MEET. DOCUMENTS

Information Item

1. Diamond, Jack. "Staying in Shape". Toronto Life.

Coordinator

Mary Lou Tanner 546-4148

* Please call if you are unable to attend.

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
a Subcommittee of the Planning and Development Committee
c/o CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MINUTES

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

City Hall, Room 219

Friday, November 13, 1992

MEMBERS ATTENDING

Russell Elman - Chairperson	Durand Neighbourhood Association
Gil Simmons - Vice Chairperson	North End Neighbourhoods
Alderman McCulloch	Alderman Ward 2
Art Lomax	Hamilton Automobile Club
Ronald Faichney	Senior Citizens Council - City of Hamilton
Kay Nolan	Hamilton Wentworth Roman Catholic Separate School Board
Greg Gouthreau	Downtown BIA
Gerry Kennedy	Metropolitan Hamilton Real Estate Board
Maggie Fischbuch	Citizen Member
Jim Drake	Beasley Neighbourhood
Gloria DeSantis	Social Planning and Research Council

REGRETS

Bruce Rankin	Hamilton Society of Architects
Carol Mason	Hamilton Board of Education
Robert Brough	LACAC
John Eyles	McMaster University
Mary Pocius	International Village BIA
John Nolan	Past Vice-Chairperson

STAFF AND OTHERS

Bill Janssen	Local Planning
Mary Lou Tanner (Co-ordinator)	Local Planning
Joe Gravina (Secretary)	Local Planning
Vladimir Matus	Local Planning
Bob Chrystian	Public Works
Paul Ortmann	Stinson Community Association
Mark Mascarenhas	Housing Department

1. Russell Elman called the meeting to order at 9:30 a.m. and welcomed those present. He then read a letter received from the Hon. David Christopherson, M.P.P., Minister of Correctional Services, in reply to a letter sent from C.A.P.I.C.
2. Russell also indicated that he had received an invitation to attend the Gore Park Review Team meeting and invited Bob Chrystian to elaborate on this.

Bob Chrystian informed Committee members that the Gore Park Review Team was formed approximately two years ago as a result of the work of DAPCOM. Initially the Team examined the issue of locating an H.S.R. Bus shelter in Gore Park. The upcoming meeting has a threefold purpose:

- i) to hear the results of the study of the heaved flagstones in Gore Park and the proposed remedial action;
- ii) to listen to a presentation from John Mokrycke regarding the Central Business District Study; and,
- iii) to review proposed locations for the new fountain (a replica of the original) in Gore Park.

Members of the Review Team will be invited to submit their comments on the preferred location by mid-December. After that, presentations will be made to departments, committees such as CAPIC, and other associations such as the B.I.A.'s. A final recommendation will be sent to Council in 1993.

Russell Elman thanked Bob for his presentation and indicated that he would not be able to attend this meeting. Gil Simmons and Greg Gouthreau volunteered to attend on C.A.P.I.C.'s behalf.

3. Non-Profit Housing

As Mark Mascarenhas, General Manager of the Municipal (Hamilton) Non-Profit Housing Corporation, was present, this item was brought forward on the agenda.

Bill Janssen advised Committee members that the Non-Profit Housing Sub-Committee met once, with only Ronald Faichney in attendance. Bill informed the Committee that the Central Area Plan contains two policies pertaining to social housing: 4.4.4 (encouraging a variety of housing) and 4.4.5 (supporting the provision of additional social housing in the Central Area).

Ronald Faichney stated that his concerns were the size of units for seniors and the need for a centralized waiting list.

Mark Mascarenhas informed the Committee members that several local non-profit organizations have joined together to form a Central Registry for Non-Profit Housing. This will centralize the waiting list.

The Registry has received provincial funding and Mark anticipates the Registry being operational in early 1993. Currently, an office location for the Registry, which is accessible and barrier-free, is being sought. There will be an initial fee for non-profits to join the Registry; however, the fee will be appropriate to the agency.

Ronald Faichney indicated that this discussion addressed a lot of his concerns. Russell Elman thanked Mark for his presentation.

4. Minutes

It was moved by Gil Simmons and seconded by Kay Nolan that the minutes be approved.

Carried

5. Public Participation Paper

Maggie Fischbuch presented the paper and identified the following three main points:

- i) The City organizes planning on a Neighbourhood basis, however, it is recognized that there are several community groups within neighbourhoods including Neighbourhood Associations. The paper recognizes this duality.
- ii) Public participation is an ongoing process.
- iii) The paper suggests new approaches for public participation.

Maggie briefly described the recommendations of the paper to the Committee members.

Mary Lou Tanner stated that she had only two concerns respecting the paper. First, the title of item 4.4 is misleading as it suggests an adversarial approach that is not borne out by the planning processes. Second, the idea of a storefront community office may not fulfil the desired goal as often citizens require information and assistance from more than one department. With one planner in a storefront office it is quite likely that citizens will have to be referred to City Hall anyway.

Gil Simmons stated that a process should be established where public participation becomes a co-ordinated effort with uniform standards throughout the various departments.

Bob Chrystian suggested that the page 3 comment regarding the scope of the paper (i.e. dealing with land use planning) be moved to page 1. He then briefly described the public participation undertaken by the Parks Division. He suggested the storefront offices be used for specific projects only on a timely basis.

Paul Ortmann expressed concern that the paper negated the importance of neighbourhood associations.

Jim Drake concurred with Paul Ortmann.

Russell Elman, speaking as the Durand Neighbourhood Association representative, stated that Durand recognizes that they are not the voice of the entire community. However, the neighbourhood association may be the most practical group through which to access the community.

Bill Janssen agreed with Russell Elman and stated that it is important to recognize that a diversity of opinions may exist within a community.

Mary Lou Tanner stated that the intent is to recognize other community groups and not to exclude anyone. Further, some neighbourhoods have very active and organized associations while others do not.

Alderman McCulloch stated that there are probably six active neighbourhood associations in the entire city. A well organized neighbourhood association is clearly of great benefit; however, in its absence other groups must be sought for community representation.

Art Lomax stated that individuals as well as community groups should be represented in the planning process. In addition, he expressed concern that the economic cost of the recommendations had not been recognized. Art questioned where the paper went from here.

Maggie Fischbuch replied that the paper would be submitted to the Planning and Development Committee for adoption of the recommendations.

Russell Elman proposed that the paper be approved in principle subject to changes as discussed at this meeting.

Jim Drake stated that he was not prepared to approve this paper in principle. He moved that the paper be received. Ronald Faichney seconded this motion.

Motion Defeated

It was moved by Gloria DeSantis that the paper be approved in principle subject to the following modifications and be brought back at the next meeting:

- i) move from the third page to the first page, the scope of the paper;
- ii) on page 1, remove the exclusivity reference to neighbourhood associations;
- iii) add the need for consistency across departments;
- iv) in item 4.1, include neighbourhood associations;
- v) change the title of item 4.4;
- vi) examine the issue of economic cost of implementing the recommendation; and,
- vii) include a preamble.

This motion was seconded by Ronald Faichney.

Carried

6. Urban Design Committee - Terms of Reference

Gil Simmons stated that the Urban Design Committee is reviewing its Terms of Reference. In particular, there is a proposal to expand its scope to include the entire City. Gil asked for feedback on this as she felt this was too broad a mandate. Most members concurred.

7. St. Mark's Church Update

Bill Janssen informed Committee members that representatives from LACAC were meeting with the Anglican Diocese to discuss alternate proposals for this site.

8. Adjournment

As it was 12:00 p.m., the meeting was adjourned. The remaining items will be dealt with at the next meeting.

MLT/dkp

B:\CAPIC.MIN

DRAFT - December 1992

PUBLIC PARTICIPATION IN THE CENTRAL AREA

DISCUSSION PAPER

Implementation Strategies for the Public Participation Policies
Outlined in the Central Area Plan

Prepared by the Central Area Plan Implementation Committee (CAPIC)

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Appendix A

1.0 INTRODUCTION

In adopting the Central Area Plan, September 1988, CITY COUNCIL acknowledged, and mandated, "public participation" as a basic thrust of the Plan. In the language of the Plan, it is an "essential component":

"Strong public participation will be an essential component in implementing the policies in the Plan. Public participation is the ongoing involvement of residents and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings. Public participation is recognized as citizens' rights and is an important part of the planning process."

The implementation of this plan should provide for the following public participation principles and be in accordance with the provisions of Section D.9:

- (i) information will be disseminated to the public in a clear, concise manner designed to achieve a broad understanding of the policies and programs and their impacts;*
- (ii) the City will actively seek opinions, attitudes and advice of individuals, community and special interest groups regarding policies, programs and studies, as well as contemplated or impending changes to existing policies and programs; and,*
- (iii) reporting mechanisms will be in place which will provide Council with complete and unbiased results of this consultation."*

Recognizing the importance of public participation in the planning process, CAPIC is committed to enhancing public input. This paper outlines strategies for improving public participation in the planning process. It is recognized that other City Departments also have public participation, but they are not described here.

This paper is based on three major assumptions. The first is that even though neighbourhoods are the planning structures for the city, neighbourhood associations are not the only structures through which people organize. The second assumption is that there is a need for ongoing participation, that effective public participation can only occur on an ongoing basis. The third assumption is that there is a need for the City to explore new techniques, i.e. a new bag of tricks, to elicit effective participation from the public.

The purpose of this paper is to explain what public participation is and what it could be in local planning based on the variety of experiences of CAPIC members. The City uses the neighbourhood as the planning unit, thus we are also using the concept of neighbourhoods, but with an understanding that there are a variety of publics in a neighbourhood, and they need to be accessed via community groups. CAPIC believes that public participation can be a very positive and empowering experience for community people, but it can also be disempowering and

tokenism. Thus, CAPIC is most interested in describing public participation, including key ingredients for healthy public participation, in order to encourage community people to take a more active role in the evolution of their communities. CAPIC hopes the City of Hamilton will revise its public participation strategies based on some of the ideas presented in this paper.

2.0 KEY CONCEPTS

Some key terms require explanation at the outset.

Urban planning refers to the planning involved over a broad range of topics including transportation, recreation, economic development, education system, urban architecture, etc.

Community interests refers to the myriad of ideas and values reflected by individuals as well as groups in an area of the City.

Staff refers to all City and Regional staff, not just Planning Department staff. Therefore engineers, economists, public health nurses, etc. are included in this definition for the purpose of this Paper.

Public participation is the ongoing involvement of residents, agency people, and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings.

Neighbourhood is a spatial unit most often defined by Planning Departments as a certain number of City blocks, corresponding population, and population density. Nonetheless, neighbourhood people often define their neighbourhood without regard to planners' imposed boundaries, but instead, on their daily experiences, familiarity and comfort level with the urban streetscape. Neighbourhood to them might be one block or the 10 blocks which line a certain street on the way to a grocery store. The geographic neighbourhood, the spatial unit defined by Planning Departments, is the basis for land use planning in the City of Hamilton.

Despite the fact CAPIC has attempted to be broad in its definitions, and its descriptions of public participation, it is an advisory committee to the Planning and Development Committee on a variety of land use issues in the Central Area. As well, it is staffed by the Planning Department. CAPIC also advises the Planning and Development Committee on a variety of land use issues. As a result, many of the examples are land use oriented and there is much reference to public participation as required by the Planning Act.

3.0 CONTEXT OF PUBLIC PARTICIPATION FOR CAPIC

Public participation in all of its various forms is on the public agenda. In its National Report, the Spicer Royal Commission calls for more consultative and consensus-building processes in the national decision-making arena. They believe we cannot shape solutions to our problems or make creative use of our national opportunities without extensive public participation.

At the provincial level, Ontario has created a variety of participatory forums to help with policy planning and determining strategic directions. Some of these are short-term processes, where members of several informed publics sit on advisory bodies (e.g., the Premier's Council on Health Strategy). Others are longer term and include representative and participatory bodies which have an ongoing role in policy development (e.g. Technology, Training and Education bodies).

At the Regional and City levels, there is currently a mandated process of public participation in land use planning which generally comes in the form of a public meeting. For example, public meetings regarding zoning changes are mandated by the Planning Act. People are notified and invited to speak for or against a zoning change. Information received by elected persons during this public meeting is intended to assist them in their decision-making. This mandated form of public participation seeks responses from people and provides an important gauge of public opinion.

At the City level, there are two distinct types of public process used: those required by the Planning Act and those that the City of Hamilton undertakes over and above the Planning Act requirements (Appendix A describes these processes in diagram form).

3.1 City Planning Processes Required by the Planning Act

- i) Official Plan Amendments - require a public meeting of Council to consider the amendment. Notification is given to landowners within 400 feet of the subject property. In the case of policy (text) amendments, notification is placed in the Hamilton Spectator.
- ii) Zoning - municipalities are required to have a public meeting to consider a By-law that changes the zoning for a property or group of properties. However, the By-laws are often technical in nature and may not answer questions arising from members of the public. In Hamilton, proposed changes in zoning are heard at Public Meetings of the Planning and Development Committee. Five days before the Public Meeting, a report from the Planning Department is available for all participants (Committee members, the public, the proponent). The staff report contains the draft text of the By-law as well as a discussion of the material aspects

of the proposal (i.e. what type of development, its size, intended use of the property, number of parking spaces, etc.), a review of the relevant planning policies, and an evaluation of the merits of the proposal.

The Planning Department also seeks to inform the public at the earlier stages of the development application. All applications for a change in zoning require a sign of public notice to be placed on the property, containing information on the material aspects of the application. The sign is 4' x 8' and must remain posted on the property until Council makes a decision about the application. For Public Meetings, all residents living within 400 feet of the subject property receive a notice in the mail detailing the proposal as well as the date and time of the meeting. The notice also includes instructions on how persons may submit comments - orally, in writing, or both. It should be noted that the sign of public notice is not required by the Planning Act; however, the notification by mail is.

- iii) Site Plan - no public meeting is required.
- iv) Committee of Adjustment - a public hearing is required with circulation of notices to landowners within 200 feet.

3.2 Other Public Planning Processes

Generally two processes are followed. The first involves the formation of a representative citizens committee to deal with an issue (such as a neighbourhood plan) in a developed area or a modified neighbourhood plan review - examples are Carter Square Redevelopment Project and Kirkendall Neighbourhood Plan. In this process, the citizens committee prepares the proposed plan for their neighbourhood. Staff from the Planning and Development Department act as resources to the Committee and do background research on the Committee's behalf. Once the vision is completed, it is circulated to agencies for comment (these agencies would include other City and Regional Departments as well as any other affected groups such as the Conservation Authority or one of the Railway Corporations). The proposed plan is presented to the public via one or more open houses and public meetings. The proposed plan may be revised based on the comments received from the public and agencies. Once finalized, the proposed plan is submitted to the Planning and Development Committee along with a report from the Planning and Development Department regarding the proposed plan.

In the second process, the Planning Department undertakes the background research on a specific issue or project. The form of the research may include statistical information, information on policies of other municipalities addressing a similar issue, an analysis of the existing issues, and any other necessary information. Based on the research, options to address the issue or issues are identified. The background research and the options are presented to the public through one or more open houses and public meetings. At that time, the Planning Department records oral submissions and also invites written submissions from the public.

Generally two to three weeks are given for the public to make their written submissions. Once all submissions are received, each is analyzed in context of the study and included in the decision as to which option is recommended to the Planning and Development Committee. All citizens attending the open houses and public meetings are informed of the date of the Committee meeting where the decision regarding the study will be made. This process is used in undeveloped neighbourhoods, policy studies, and text amendments to the Zoning By-law. There are two schematic flow charts describing these processes and these are contained in Appendix "A".

The Planning Department often uses the above two processes to facilitate the preparation of amendments (Official Plan and Zoning). In addition, the information gathered in the above processes may indicate the need for further amendments; for example, the Neighbourhood Plan can necessitate amendments to the Official Plan - this occurred in both the Beach Neighbourhood Plan and Sheldon/Mewburn Neighbourhood Plan. These types of amendments are both enhanced and facilitated by the process used over and above the requirements of the Planning Act.

At the Regional level, there are also examples of public participation which go beyond those mandated by the Planning Act. These include the Regional Task Forces on Sustainable Development and Affordable Housing, and the Remedial Action Plan for Hamilton Harbour.

4.0 WAYS OF MAKING PUBLIC PARTICIPATION MORE EFFECTIVE

There are many ways to involve the many publics which comprise the City of Hamilton in local policy and decision-making. The following list highlights some of these ways.

4.1 Degree of Recognition of Several Publics for Participation

- * All community interests must be included in the process to properly plan for an area. The City must undertake efforts to identify all community interests, and develop strategies to bring all these community interests into the process. Community interests include the home owners, tenants, residents of residential care facilities, social service agencies, the public as a whole, businesses, land-owners, land developers, special interest groups, and government agencies.
- * A variety of publics should be sought out for a process; thus, time must be built into the activities to allow for quality participation.
- * In order to involve all community interests, a number of issues have to be addressed. The effective distribution of information is essential, as are the location and timing of meetings, the methods of advertising for the meetings, the structure of the meetings (i.e. the atmosphere), etc.
- * Encourage communication between various community interests.
- * Neighbourhoods are typically defined geographically and in some instances people within those geographical boundaries do not relate to each other because of different values and perspectives. This should not be a surprise given the variety of publics which comprise neighbourhoods in the urban core. Every group has a legitimate and no less important perspective in planning initiatives. A few examples of the variety of publics help make this point.
 - * people who organize neighbourhood associations which are concerned with specific or general planning issues
 - * Block Parents who offer a safe place for children who may be in danger on the street.
 - * People who live in residential care facilities.
 - * Neighbours who participate in Neighbourhood Watch and watch each others' home for intruders, etc.

- * People who spend time together because they share similar cultural and/or racial backgrounds.
- * Church groups which are composed of people who live near the church and meet regularly.
- * Groups of people who interact regularly because of similar political party support.
- * People who rent their homes and may come together around a property owner issue.
- * Groups of people who, because they are the same age, spend time sharing similar interests.
- * Business proprietors groups who work together to promote their establishments.

The challenge for those promoting public participation is how do we ensure that balanced input and participation happens across all groups. The larger public participation challenge is if certain groups do not exist because these individuals do not have the time or resources to organize themselves into a group.

4.2 Degree of Recognition of Varying Mechanisms to Solicit Participation

- * There are many different public participation mechanisms. These range from public meetings, open houses and community surveys which are owned and organized by the municipality through to community-based steering committees and joint planning strategies which are owned and coordinated by a variety of people including community people, agency staff, business proprietors and municipal staff. For example, timely neighbourhood plan reviews in local Planning Departments often provide a means to facilitate community development.

4.3 Degree of Control of the Process by the Publics

- * The two-way flow of information has been identified as an important aspect of public participation. Full availability of information can start to address the power imbalance between those in power, the planners, and the various publics. The quality and type of information is also important; jargon and excessive volume hinder effective contributions by the public. Opportunities for incorporating enhanced communication between the City (i.e., staff and politicians) and all affected people must be explored.

4.4 Public Participation Techniques

- * There are a myriad of 'techniques' that can be used to actively elicit effective participation from the public. The City must develop expertise, a bag of tricks, in methods of community development and 'community communication'. In order for such encouragement to be successful, we recommend that staff with community development expertise be assigned to support community organizations. In particular, we recommend that an experimental program of storefront community centres be established in selected Central Area neighbourhoods, through which community information and community participation programs could be designed and operated with the leadership of a team of community representatives and (City) support staff.

4.5 Timing of the Requests for Public Participation

- * The publics not only need information in order to make appropriate decisions, but need to be informed of planning activities at the beginning of these processes so that they can effectively participate in these processes. Information should be circulated with ample time for people to read it and prepare for a meeting. Requesting and encouraging public input on planning issues before reports are drafted is an essential criterion.

4.6 Direction of the Flows of Information, Opinions, etc.

- * Community consultation must never be "tokenism", with the findings preset in advance. Nor should they be merely a forum for receiving "opinions". They must be opportunities for actual planning, with output (e.g., written reports, neighbourhood plans, etc.) varying according to the ideas and suggestions expressed by its participants. They must include the appropriate compromises and trade-offs made by all community interests.
- * Allowing the variety of publics to determine what their issues are is critical.
- * Enhancing interdepartmental communication is also important. The ideal of 'effective' public participation requires an opening up of planning processes within all city departments, not just the Planning Department. This will require the various departments to link more effectively to each other, and also to community groups, businesses, individuals and agencies. Thus, a coordinating mechanism needs to be established by the City, to ensure that all departments are aware of and can contribute to future policy initiatives and changes from their initial stages onward. For example, if the City were to be developing the terms of Reference for a transportation study, a study which will have fundamental impacts on the entire community, and most especially on the Central Area, a number of City and likely Regional departments would have to work together to address this in a holistic, integrated fashion, and to present a clear, concise picture of possible opportunities and requirements for public participation.

4.7 The Quality of Information Circulated to the Public(s)

- * Some neighbourhoods involved in a land use planning process may contain high numbers of residents who may not speak English very well. Efforts should be made to translate information about public meetings, advisory committee recruitment, etc. so that people can make informed choices about their potential role. The quality and type of information is also important; jargon and excessive volume hinder effective contributions by the public. Opportunities for incorporating enhanced communication between the City (i.e., staff and politicians) and all affected people must be explored.

4.8 Degree of Enabling People to Help Themselves

- * Reviewing current planning procedures to enhance existing public participation procedures. There is a need to articulate a philosophy regarding enabling people to help themselves.

4.9 Degree of Facilitating City Council in its Decision-Making

- * Public input in the planning process does not necessarily delay the process. In fact, if it is properly provided for, it can streamline the process, as it provides an opportunity for mediation. All issues and positions are presented to Council to enable decision-making with full disclosure of the parties and their positions.

5.0 RECOMMENDATIONS FOR CAPIC AND CITY COUNCIL

5.1 CAPIC

1. CAPIC will annually review its membership and evaluate whether adequate representation is made from all sectors in the Central Area. It will outline who are those community interests.
2. In order to encourage the formation and integration of community groups in the process, CAPIC will commit itself to disseminating information. CAPIC will therefore:
 - i) identify common meeting places in the Central Area and its neighbourhoods where meeting information and information about planning issues can be disseminated, i.e. the libraries;
 - ii) identify organizations in the Central Area and its neighbourhoods which can disseminate information about planning issues (i.e. churches, schools, Community Information Service);
 - iii) ensure that information on community issues, resources and concerns is accessible and understandable at the community level; issues such as language, medium of advertising, disabilities (i.e. hearing and vision impairment), literacy, etc. must all be addressed.

5.2 City Council

CAPIC requests Council to undertake the following actions:

1. Council should support the preparation and timely review of all neighbourhood plans in the Central Area through the following process:
 - i) obtain community needs and priorities for neighbourhood planning in the Central Area through a variety of mechanisms, including surveys and community development strategies.
 - ii) request Staff to review the neighbourhood planning process in the following areas:
 - standardizing background data collection and reports;
 - developing strategies for encouraging the involvement of community groups;

- working with McMaster University and Mohawk College to obtain assistance in background and neighbourhood plan development;
 - better link local and Provincial funding to address community development concerns through PRIDE programs and community planning branch grants;
- iii) undertake ongoing work with community groups regularly (i.e., 5 years) to review and reassess Neighbourhood Plans and to undertake changes on a regular basis thereby avoiding large scale Neighbourhood Plan Review Hearings; and
 - iv) address re-development pressures through modified neighbourhood plan amendments which focus on smaller areas and can be undertaken in shorter time frames.
2. Council will direct municipal staff to undertake, in partnership with a community advisory committee, a study of current planning practices and procedures with the aim of improving the quality of public participation. Included in this process will be a review of the quality and type of information provided for the public. Opportunities for incorporating enhanced communication between the City (i.e., staff and politicians) and all affected people must be explored.
 3. Council will support community groups through the provision of available staff resources. The function of these staff resources will be to assist community people. In order for such encouragement to be successful, we recommend that staff with community development expertise be assigned to support community organizations.
 4. Council will review establishing an experimental program of storefront community centres in selected Central Area neighbourhoods, through which community information and community participation programs could be designed and operated with the leadership of a team of community representatives and (City) support staff.

APPENDIX A

NEIGHBOURHOOD PLANNING PROCESS IN UNDEVELOPED NEIGHBOURHOODS

DATA COLLECTION

INHOUSE DATA COLLECTION

- statistics, site surveys, policies
- preparation of background report
- comments from City and Regional Departments and other agencies

PLAN PREPARATION

DRAFT NEIGHBOURHOOD PLAN

- identification of problems with technical departments
- development of goals and objectives
- formulation of alternative plans
- development of proposals and policies
- selection of preferred alternatives
- circulated to City and Regional Departments

PUBLIC MEETING APPROVAL

PLANNING AND DEVELOPMENT COMMITTEE

- authorizes public meeting on neighbourhood plan

PUBLIC MEETING

PUBLIC MEETING

- plan presented to all neighbourhood citizens
- written submissions invited from the public

STAFF REVIEW

STAFF REPORT

- final report on plan
- comments on written submissions

PLANNING COMMITTEE REVIEW

PLANNING AND DEVELOPMENT COMMITTEE

- final report presented
- plan approved

COUNCIL ADOPTION

COUNCIL

- adoption of plan

IMPLEMENTATION

IMPLEMENTATION

- official plan
- zoning
- site plan control
- public and private expenditures
- budget

NEIGHBOURHOOD PLANNING PROCESS IN DEVELOPED NEIGHBOURHOODS

DATA COLLECTION

DATA COLLECTION

- statistics, site surveys, policies
- collection of background information
- comments from technical

PLAN PREPARATION

CITIZENS' COMMITTEE MEETINGS

- orientation and discussion
- presentation of background materials
- identification of problems with technical departments
- development of goals and objectives
- submission of briefs by members
- formulation of alternative plans

FEEDBACK FROM DEPARTMENTS

DRAFT NEIGHBOURHOOD PLAN

- circulation to technical departments for

PUBLIC MEETING APPROVAL

PLANNING AND DEVELOPMENT COMMITTEE

- authorization of public meeting on the proposed

PUBLIC MEETING

PLANNING AND DEVELOPMENT COMMITTEE

- plan presented to all neighbourhood citizens and owners

STAFF REVIEW

STAFF REPORT

- revisions to plan, and final report presentation
- comments on written

PLANNING COMMITTEE REVIEW

PLANNING AND DEVELOPMENT COMMITTEE

- final plan and report presented
- plan approved

COUNCIL ADOPTION

COUNCIL

- adoption of plan

IMPLEMENTATION

IMPLEMENTATION

- official plan
- zoning
- site plan control
- administrative procedures
- budget
- public and private

Subjoined is a true copy of Section 26 of the Eighteenth Report for 1992 of the Finance and Administrative Committee which was adopted by Hamilton City Council at its meeting held Tuesday, 1992 September 29th:

26. (a) That a brochure be designed for circulation to members of the public interested in applying to City Committees, Local Boards and Commissions;
- (b) That the City Clerk's Department be directed to advertise in various media, including ethnic media, a list of which will be provided by the Advisory Committee on Equitable Representation on Committees/Boards/Commissions;
- (c) That all Committees/Boards/Commissions be advised of vacancies when they arise;
- (d) That ethno-cultural communities, organizations representing the disabled, the Native Indian Centre, women's groups, and all other organizations or individuals upon request, be notified of vacancies on Committees/Boards/Commissions;
- (e) That the City Clerk's Department be encouraged to participate in free media advertising available including the cable network (particularly on ethnic programs) and ethnic radio broadcasts to encourage people to apply;
- (f) That all notices of meetings be circulated to the media.
- (g) That all Committees/Boards/Commissions be encouraged to hold some meetings in various facilities outside of City Hall and invite persons of those neighbourhoods to attend;
- (h) That members who miss three consecutive meetings without committee approval be subject to replacement on that committee;
- (i) That membership to all Committees/Boards/Commissions be staggered with 1/3 of its membership's terms of office expiring each year unless the terms of office are established by provincial or federal legislation;
- (j) That membership on Committees/Boards/Commissions be limited to two (2) consecutive Committee/Boards/Commission terms unless the terms of office are established by provincial or federal legislation;
- (k) That the Tracking Form and Application Form, attached hereto and marked Appendix "D", be adopted for use by members of the public interested in applying to Committees/Boards/Commissions;

(1) That the following process for applying, interviewing and selecting applicants to Committees/Boards/Commissions be adopted:

- (i) An Application Form and Tracking Form may be obtained from the City Clerk's Department and the completed form(s) returned to the City Clerk's Department;
- (ii) Applicants must attend a mandatory Orientation Session, the purpose of which will be to describe the work of the various Committees/Boards/Commissions. The Committees/Boards/Commissions will be required to:
 - (1.) provide written material outlining the scope of their Committee/Board/Commission, the time commitment required and the qualifications necessary;
 - (2.) arrange for a representative of that Committee/Board/Commission to attend the Orientation Session to answer any questions applicants may have;

Applicants will be offered a choice of at least three (3) dates for the Orientation Session from which they must select one;

All applicants will be required to attend unless they are applying for renewal of their present appointment. Applicants who do not attend one of the offered Sessions will not be considered for appointment.

The sessions will be co-ordinated by the City Clerk's Department, the Human Resources Centre and the Selection Committee;

- (iii) A Selection Committee will be struck by City Council, the mandate of which will be to:
 - (1.) co-ordinate with assistance from the City Clerk's Department the Orientation Sessions;
 - (2.) review applications to the Committees/Boards/Commissions;
 - (3.) interview candidates;
 - (4.) make recommendations for selection to the Standing Committee of City Council to which the Committee/Board/Commission reports.

The Selection Committee will consist of:

- (5.) a minimum of three (3) and a maximum of five (5) members of City Council
- (6.) one member of the Advisory Committee on Equitable Representation on Committees/Boards/Commissions to serve as a non-voting resource person
- (7.) one member of the Committee/Board/Commission to which the vacancy applies to serve as a non-voting resource person

Members of the Selection Committee will be rotated every twelve (12) months. A schedule will be established for members of City Council, the Advisory Committee on Equitable Representation on Committees/Boards/Commissions, and the applicable Committee/Board/Commission.

(iv) The interviews:

The allotted time for each interview will be approximately ten minutes.

All candidates who attend the Orientation Session will be interviewed.

An established set of interview questions will be developed by the Selection Committee and will be asked of all candidates.

All candidates will be notified in writing once the selection has been approved by City Council.

- (m) That an Equitable Representation Survey be conducted by the Human Resources Centre every three years and that the first Survey be carried out in 1992;
- (n) That this process commence with those applicants being appointed for terms commencing at the end of 1992.

Subjoined is a true copy of Section 12 of the NINETEENTH Report for 1992 of the Finance and Administration Committee which was adopted by Hamilton City Council at its meeting held Tuesday, 1992 September 29:

- 12. "That a limit of two (2) applications be allowed for persons applying for appointments to Committees/Boards/Commissions."

Staying in Shape

THE FACT THAT TORONTO IS worth fixing at all is due in no small measure to the engineers who mapped and laid out the city 200 years ago. These engineers were enamoured of the straight line, and when they designed the farm concession roads they did so with a straightedge on graph paper; the topography was scarcely consulted, and the lines ran through ravines, over streams and up hills with not a backward glance. Toronto, more by good luck than by good management, has taken advantage of this layout; the result is the "supergrid" and a modern city of subtlety and great complexity.

Most of the old concession blocks were roughly 1 1/4 miles by 3/4 of a mile, designed for moderate-sized mixed farming. Now these concession roads form a supergrid of Metro's arterial roads, which carry the heaviest urban traffic and the city's public transportation network: King, Queen, Dundas, College, Bloor, St. Clair and Eglinton running east-west; Bathurst, Spadina, University, Bay, Yonge, Jarvis and Sherbourne running north-south. Because they were arteries, it was natural that stores serving local neighbourhoods would accumulate on them. The traffic attracted the shops, and the shops in turn attracted more people.

There are two other advantages of the grid system, and between them they constitute the special structure of Toronto as a city. The first is the importance of the intersections of these supergrid streets, whether Bay and Bloor, Dundas and University, or

Dufferin and St. Clair. The added concentrations of two arterials make these intersections of much more than local importance; they become loci for citywide, communitywide commerce. And since they often have subway stations or transit lines associated with them, they also become centres that serve the whole metropolis. In addition, local shopping on the streets connects these subcentres and thus, when combined with the special concentrations of the downtown core, make for a healthy mix of local, metropolitan and national services.

The second advantage is the extraordinary environment within the

supergrid. Quiet, often very low-scale residential areas thrive on the interior of the superblock because they are protected and served by shops along the arterial streets. This typical housing pattern exists throughout the city, which is the single most important factor in Toronto's success. It is these residents who are the early-warning systems of danger to city health. It is they, with a stake in the city's well-being, who fight for protection and security against the spread of high-rises (St. James Town) or the building of expressways in stable neighbourhoods (Stop Spadina movement).

As it spreads, Greater Toronto has

**AN ARCHITECT PERHAPS BEST KNOWN FOR
HIS WORK ON THE DOWNTOWN YMCA BUILDING
DESIGNS A TEN-POINT FITNESS PROGRAM
TO MAKE TORONTO AN EVEN HEALTHIER CITY**

Written and Illustrated by Jack Diamond



*View south
down Yonge
to Bloor Street.
A superblock
that is lined
with shopping
to serve the
residential
hinterland*

not repeated this pattern. In such places as Ajax and Vaughan, single-tract development, whose horrors are now becoming so evident (courtesy, ironically, of many American urban critics), has consumed many miles of open land, undermined our natural livability, and almost guaranteed that public transit doesn't work efficiently.

In its recent growth, Toronto has abandoned its native genius, has shifted away from its essence. The first task before us is to make sure we understand this. The second is to make sure we restore it.

HERE'S WHAT WE DO:

1. ACCEPT AND ADOPT THE NOTION that intensification is a good thing. What we're doing now in Toronto (or to Toronto) is comparable to the owner of an underutilized factory who, instead of seeking new markets for his products, extends his buildings and buys new machinery. We need to use what we have first, before we expand. We need to consolidate the city, not expand it. We must intensify the urban structure, not diffuse it further. We must increase its density without increasing its area—or its "feel" of livability.

Why? Again, because large urban economies are not just extended small towns. They are different. Their very diversity creates activity; the activity creates further diversity. A city needs a critical mass, and a density that makes that mass efficient. Without that density, nothing works as well as it should.

It's easy to see, if you pay attention. Next time you drive through a part of the city outside the old super-grid (and you have to drive through

it, because there's no other way of seeing it), try to look at it cold-bloodedly, to see how it's used. What you'll see are a number of high-rise towers, probably office buildings, or maybe a condo or two, and several miles of tract houses, built on those typical tract-house crescents, as if their builders were afraid of the straight line. There are no shops whatsoever. There is nothing to do there, except to drive to work, and drive away again. The only shopping is in malls or strip plazas. Places like this cannot

*The view north
up Bay Street
to Queen and
Old City Hall.
In Toronto, only
public buildings
break the street
grid, giving
them a signifi-
cance, and pro-
viding the few
closed vistas
this city has
to offer. Inter-
estingly, these
public buildings
all face south*

sustain any of those things that make cities attractive. And so the car, inevitably, becomes not just the only means of transportation that makes sense, but the only possible link with urban amenities—the car becomes a prerequisite to living. It is a wasteful, senseless system—except for the developers of tract housing and for the traffic engineers.

Vienna and Houston have similar population sizes—1.6 million and 1.8 million respectively. Yet Houston occupies an area of 1,501 square kilometres, while Vienna covers an area of only 415 square kilometres. Houston is spread out, automobile-dependent. Much of it is built at very low density indeed. Pictures of its city core are misleading. The office towers that seem to dominate the skyline occupy only a small fraction of Houston's area. Almost ninety per cent of the land is taken up with low-rise offices, malls, single-storey shops and single-family homes.

Vienna, on the other hand, is typical of many European cities. There are few large office towers or massive high-rise apartment buildings. The increased density is achieved by fill-



ing much of the available space with medium-density buildings, all of them "human scaled" in the sense that even residents of the top floors can still comfortably walk upstairs to their apartments.

Toronto is halfway between these models. Even more significant, however, is that we are moving steadily toward the Houston model—despite

much-too-slow death. Developers simply must reject the patterns of the past. They are slow to change, only trusting formulas that once worked. But what they do adds up to long-term folly.

The idea, at least, of a new planning framework is simple: allow density increases wherever you can, to a particular limit, but only within walk-

that will support public transit, make shopping not dependent on the car, make utilities more efficient. And, incidentally, save precious farmland.

3. ADOPT THE MAINSTREETS PROGRAM and implement its ideas. The other way of properly intensifying the city is to make even better use of the supergrid arterials. There are miles of two- and three-storey buildings along the Metro road system. Next time you travel along Dundas, or College, or the Danforth, or any other of the supergrid streets, note how many buildings consist of a storefront with a floor or maybe two of apartments or offices above them. Then think back to Vienna, or another European city, with its closely built five-, six- or seven-storey buildings. Picture, say, College Street built this way. To see some first efforts in this direction, journey to the Danforth, or Queen Street in the Beaches, or Yonge Street between Lawrence and Steeles.

The Mainstreets idea is to intensify development along these supergrid arterials, where the roads, sewers and transit lines already exist. High-density housing—three, four and five storeys above stores—would create the critical mass that is necessary to support more stores, businesses and jobs, and would move us toward the European-style city as a model.

Not only will this new building improve the efficiency of the system, it will also increase its appeal. It will make Toronto more positively urban, while still protecting the surviving trees and single-family homes within each superblock.

4. REPEAT, REPLICATE AND EXTEND the superblock. Toronto already has

*Looking north
up to Queen's
Park from a
reconstructed
University
Avenue—forest-
scaled trees
and wider side-
walks restore
its grandeur*



the now-accepted precept that consolidation on the Vienna model is a good thing and that compactness creates diversity and vitality. Planners and builders are not extending the supergrid. They must be persuaded to change. If they don't, this is what will happen:

- public transit will always be less convenient than the car;
- agricultural land and wildlife refuges, critical to the long-term health of the city itself, will be built over;
- public utilities will become uneconomical;
- diversity, vitality and the affordability of local services will be reduced;
- the number of jobs will decline;
- wasteful, polluting commuter traffic will increase.

2. GIVE PLANNERS A FRAMEWORK. This is not so difficult. Of course, we need first to diminish the land ownership monopolies that perpetuate the patterns of the past, and we must overcome the visceral assumptions that compactness and consolidation bring "overcrowding" and lead inevitably to crime and slums—the notion that the single-family dream house on the nice curvy cul-de-sac can make a successful city is dying a

ing distance of transit stops; make sure new projects are designed for human beings and not cars; and no more green fields development (that is, building on raw or "unimproved" land in such places as north Burlington and Richmond Hill).

There's plenty of room within the present city to increase density. For example, change regulations to allow attic and basement apartments. Encourage building on vacant lots. Allow infilling with low-rise medium-density developments. Wherever there's an unused or underutilized space, allow and encourage densities



Tranby Avenue in the Annex: within the superblock, small, quiet residential streets are served by local stores

the model for a neighbourhood that works. Why not use it? Intriguingly, the farm concession roads still exist in suburbia and beyond.

This doesn't mean boring repetition. These blocks can repeat themselves over and over, with subtle variations. Residents will vary with ethnicity and income. Styles of building will vary. Neighbourhood pride will take different forms. Transit will once again make sense because there will be enough people to support it. Consequently, new regional centres will arise—not by planning fiat, as in the North York centre around Mel Lastman Square, but because there are enough complicated demands to cause them to come into being. This is the way cities should grow, organically, within a logical framework driven by a larger vision.

5. DEMAND BUILDINGS WITH HEART. Leadership in the city means building the public framework in the larger public interest. But it also needs vision—city building, not mere city planning.

Unlike Dublin, Bath or Charleston, Toronto was not lucky enough to have been built during a good period of architectural history. Toronto may be safe (still) and clean (still) but it's also aesthetically banal, even ugly. Lifting one's gaze in Paris, or in a London square, on Beacon Hill or Back Bay in Boston, or at sunset in Manhattan gives a kind of visual frisson that Toronto can't approximate. There is an awe at how well these places were designed and built. They are visually thrilling.

Toronto doesn't thrill, except in small ways in a few places. Bay Street has its virtues—it is narrow, and a public building closes the vista of an otherwise relentless grid. Rosedale has its attractions—brick sidewalks, pedestrian-scaled street lamps and trees planted on the street side of the sidewalk. And the Annex has its appealing streets—many that are narrow but not confining, compact but not overcrowded. As well, there are appealing anchor buildings—public structures or churches—throughout the city. Their effect on Toronto, however, can also be spoiled—for example, the elegant spire at the end of Adelaide Street West is lost to most because the one-way street goes the wrong way.

Mainly, however, we have allowed city traffic engineers to be our urban designers and landscape architects. In the public realm we have been guided by the canons of taste of works engineers, of Hydro technicians, of the lofty ideals of ward politicians. We have allowed the expedient, the cheap and the nasty to predominate.

As an example, look at University Avenue, that monument to tastelessness. Try to imagine what Christopher Wren, or Baron Houseman, or Daniel Burnham would have done. Weep for the magnificent tree-lined avenue that it was, with forest-sized trees, trees removed to make way for the car. The avenue is now, by con-

The generous sidewalk and protective trees and awning give enclosure and intimacy to this section of Queen West near Beverley



trast, a repository of pathetically small, out-of-scale monuments, flagpoles and flowerbeds.

Contrast this sense of the city with that of the designers and builders of Old City Hall and the parliament buildings at Queen's Park. These were built with heart, with optimism. They served as symbols of civic pride, creating a confidence and giving Toronto an identity.

While we need to formulate all the right policies, render the city competitive, and start its economic engine, we also must have more than a prosaic perception of Toronto.

6. PAY ATTENTION TO THE DETAILS. THE private sector can only operate within its lot lines. The public realm can make sure that diversity, the salient characteristic of the late-twentieth-century North American city, is coherent and rich, rather than muddled and tawdry. It cannot do this without a large vision. Nor can it do so without

an understanding of the potentials of public places. Take the lowly sidewalk, for instance, the most pervasive public place we have. Lighting, paving materials, weather protection, street furniture, signage, landscaping and snow storage are all part of the palette. Hazelton Avenue in the Yorkville area is a great case study—one side works, the other doesn't. The north side of Queen between Spadina and Beverley works, the south side doesn't. Yonge Street parallel to The Eaton Centre is sterile, while Bloor West Village is lively.

Let's make sure the details are coherent and aesthetically pleasing. There is no excuse for the ordinary.

7. DON'T LISTEN TO THE TRAFFIC ENGINEERS anymore. We know that housing located close to workplaces reduces the need for commuter travel. We know that building highways merely increases traffic. We know that adding a lane to a major street (often by removing eighty-year-old trees) causes traffic jams rather than alleviating them. We know that automobile-dependent subdivisions are wasteful of resources and organically depressing. Yet we go on doing all these things anyway, imprisoned by the visions of the traffic engineers.

The appropriate policies must allow people to choose whether to live close to work. This means less regulation and control, not more—current planning and zoning regulations, which encourage sprawling lot sizes with fewer houses per hectare, are what have produced many of the problems we now face.

Make sure people who use cars
CONTINUED ON PAGE 136

pay for them. Don't subsidize their highways or their parking. Do a proper cost-accounting on highway construction and "improvement," and make sure everyone understands what cars really cost.

8. SPEND ON THE INFRASTRUCTURE. This is not the most glamorous way of fixing a city. Infrastructure spending is largely invisible in any case, unless there isn't any, in which case a city seems to break down, traffic jams increase, fractiousness rises.

Ensuring that movement about a city can be done easily and quickly is

We *must* spend on
subways and sewers,
communications and
community or else see
more deterioration

an important way to render the city financially attractive, competitive to businesses and agreeable for ordinary people to live in. Our airports must function well; we have to be able to get to and from the airport with comfort and speed. We need to be able to travel to and from work without hassle, and do so without using up too much leisure or work time. We also need to be able to reach recreational areas easily. Public transit is the most effective way to accomplish this.

In the early 1970s capital expenditures by all levels of government on infrastructure (roads, transit, utilities) averaged over 3.5 per cent of the Gross Domestic Product. Since 1986 it has dropped to 2.4 per cent. We're now fourth among the G7 nations on such spending. No wonder there is a sense of urban deterioration. We *must* spend on subways and sewers, communications and community.

Public enterprise investment in the future must be made now. This is the perfect time. Not only are costs low (interest rates and construction), the investment would pay back handsomely. It's probable that \$1 billion invested in infrastructure would mean a \$1.4 billion increase in the Gross Domestic Product, whereas a \$1-billion income tax cut would only yield \$700 million in GDP—one reason being that much of the resulting increase in

disposable incomes would be spent on imported goods. Infrastructure projects have a low import quotient—we don't have to cross-border shop for a new subway.

There's another indirect benefit. Sure, sluggish movement and hardened traffic arteries cost us. But developing new solutions to these problems will increase our expertise and improve the technologies in these systems—expertise and technologies that can be exported by, say, the TTC and Bombardier, for high returns.

The same is true for energy and water supply. Conservation tech-

We should be
able to travel to and
from work without
hassle. Public transit
is the best way
to accomplish this.

niques and cost-efficient methods of distribution are of obvious benefit in themselves—freeing up money for other investments—but the development of the relevant technologies will help exports and improve our woeful R&D capacity and investment rate.

One of the obvious failures of suburbia derives from the fact that councils, reluctant to raise taxes to build roads and parks and the rest of the infrastructure, have passed these costs on to the developers (who of course pass them on to the house buyer and taxpayer). This means that councils have lost control of how the public realm is designed and built; and in many cases have lost sight of the needs for a public realm at all.

9. CHANGE OUR TAX POLICIES. DESPITE the key role played by Toronto in the economic life of Ontario and Canada (and, despite Vancouver, Toronto is still the only urban economy of international significance), various governments haven't understood or accepted this fact. Our powerful, central and critically important urban economy is treated as if it were just like other urban areas, only bigger. Worse, it is seen only as an agglomeration of urban areas: there seems to be no recognition of the importance of keep-

STAYING IN SHAPE *continued*

ing its critical mass and keeping that mass competitive.

Conditions that allow face-to-face contact are a prime economic asset. The compact form of our central area, which has over 75 million square feet of office space, provides exactly such a condition. This mass of private office space is only exceeded in North America by New York and Chicago, and, if government office space is included, by Washington. Concentrated economic activity is key to Toronto's attractiveness.

But office and business space must be competitive. The current oversup-

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ply of offices has driven rents downward, but real estate taxes have remained the same—and threaten to go up. Commercial property tax levels in Toronto's central business district are the highest of all the major North American cities. On a percentage-of-rent basis, our downtown commercial property taxes are, by a wide margin, the highest of all the world's major business centres surveyed by *The Economist*. There are two reasons for this situation.

One is the commercial concentration tax, a discriminatory tax paid only by commercial property in the Greater Toronto Area by buildings in excess of 200,000 square feet. Since most large buildings are located downtown, Toronto suffers most from this burden.

The other reason is the absurd system of financing education, in which there is an inequitable distribution of funds and little accountability. Of the \$1.5 billion raised for education in Metro from income and sales taxes, only \$345 million was returned to Metro schools. And within Metro, Toronto is hard done by—in 1992 the city's property tax contribution will be \$319 million more than it draws.

To make matters worse, Metro is now considering a property tax assessment that will increase downtown commercial taxes by an anticipated

thirty to fifty per cent. Solution: make taxes more equitable. Let governments (and particularly Metro and suburban councils) recognize the unique contribution an urban agglomeration of a certain critical mass makes to the economy—and then tell them to *back off!*

10. RECOGNIZE THE FOLLY OF CURRENT planning objectives. In the 1970s and early '80s city plans were designed to limit the growth of offices and office employment in Toronto; the idea was to decentralize to suburban locations and other municipalities. It was naively believed that notwithstanding this deliberate policy, Toronto would still have to beat developers and business off with a stick.

Well, the planning objectives succeeded to a greater degree than anticipated. North York, Scarborough and Mississauga all have substantial office cores. The assumptions about downtown Toronto, though, have proved to be tragically false.

Toronto is no longer in a buyer's market, but in a fiercely competitive seller's market. There are now over 11 million square feet of vacant office space in Toronto's central area. At the height of the boom, the city could absorb about a million incremental square feet a year. There is nothing like that demand now—in fact, we lost over a million square feet of occupied space in 1991.

The policy of discouraging large business in the city and encouraging only industrial and small business was foolish, and it's encouraging that it was changed in June of this year. But we must continue in our efforts to recognize the complexity of a large urban economy, and the fact that most of any city's energy is derived from the combination of large, medium and small businesses.

The city needs the support of all levels of government to make the switch. But it is important: if Toronto succeeded in returning to the once normal downtown five per cent vacancy rate, it would mean about 40,000 more jobs here. This increase in employment would be enough to reverse the effect of the recession on the total economy of the city.

TORONTO DOESN'T LOOK AS IF IT needs fixing. If we can believe our own propaganda (and we can), it works. This is still one of the more civilized places to live. But, as we have seen, there are problems. Cities are not like pots and pans or machinery.

They don't break in obvious or sudden ways. They are living things in which symptoms only appear after infection, and the debilitating effects of a disease only occur after the infection is resident in the body.

Well, Toronto's body is still strong and healthy. Unlike most North American cities, Toronto has a centre in which people still live, and feel relatively safe. Despite the recession, there are still jobs in the core. Public transit is well used, and there is pride in neighbourhood. Citizens are engaged in the process of managing the



The trees on the street side of the sidewalk reduce the scale of the street and provide pedestrian protection.

city. The public process is not corrupt. Planning keeps private and public interests in balance.

But, as we have also seen earlier, there are needs, in some areas urgent needs, to recast our thinking, to review planning, to change policies, to revise taxation, to reinforce private and public investment. And to believe in, and help to encourage, the visually brave and appealing development.

Can we fix Toronto? Can we do better than fix it and create a great city worthy of its promise, enhanced by an inspiring vision? It's like asking ourselves whether we can reverse the destruction of the ozone, stop the cutting of the rain forests, end the overfishing of the seas. It isn't whether we can or cannot. It is simply that we must. ■



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